DOCUMENT RESUME

ED 435 803 CE 079 332

AUTHOR	Semmens, Bob, Ed.; Cook, Sandy, Ed.
TITLE	Setting the Standard. International Forum on Education in Penal Systems Conference Proceedings (Adelaide, Australia, April 5-7, 1998).
INSTITUTION	Melbourne Univ. (Australia). Youth Research Centre.
ISBN	ISBN-0-7340-1361-2
PUB DATE	1998-04-00
NOTE	216p.
PUB TYPE	Collected Works - Proceedings (021)
EDRS PRICE	MF01/PC09 Plus Postage.
DESCRIPTORS	*Academic Standards; Adolescents; Adult Education; Adult Programs; At Risk Persons; Community Programs; *Correctional Education; Correctional Institutions; Correctional Rehabilitation; Delinquency; Early Intervention; Educational Needs; Educational Planning; Educational Practices; Educational Quality; Family Relationship; Family School Relationship; Federal Legislation; Foreign Countries; Indigenous Populations; International Educational Exchange; Juvenile Justice; Models; Postsecondary Education; Prevention; Professional Associations; Program Design; Program Implementation; Skill Development; *Strategic Planning; Thinking Skills; *Vocational Education; Youth Programs
IDENTIFIERS	*Australia; *China; Professionalization; TAFE (Australia)

ABSTRACT

This document contains 19 papers presented at an international forum on education in penal systems. The following papers are included: "Burning" (Craig W.J. Minogue); "The Acquisition of Cognitive Skills as a Means of Recidivism Reduction: A Former Prisoner's Perspective" (Trevor Darryl Doherty); "CEA (Correctional Education Association) Standards: Making Correctional Education Professional and Accountable" (Steve Steurer); "Who Needs Standards?" (Bob Semmens); "Setting the Standards. Whose Standards? The Education of Women in Prisons" (Sandy Cook, Sue Davies); "Standards in the Design and Implementation of Programs for the Correctional Setting" (Peter Kyparissis); "Tougher Criminal Legislation Means Prison Overcrowding: The End of the road for Prisons as Agents for Rehabilitation" (Tricia A. Fox); "Joint DCS (Department of Corrective Services)/TAFE NSW (Technical and Further Education New South Wales) Strategic Plan for TAFE NSW Provision for Aboriginal Inmates" (Gloria Provest, Brian Noad, Chris Sylva); "Achieving and Maintaining Best Practice in Adult Corrections Education" (Brian Noad); "Assuring Standards in Vocational Education and Training" (Carol Ward); "Counting the Two in Queensland: Education in Prisons and the Issue of the Family" (Deidre Hyslop); "Making Choices: A Look at a Working Model of Best Practice in VET (Vocational Education and Training) at Malmsbury Juvenile Justice Centre" (Jodi Henderson); "Working with the Education Needs of Juvenile Offenders in a Community Context" (Melanie Zan); "The Role of the Employment Access Program within the Juvenile Justice System" (Jennifer Jones); "Early Intervention Education Strategies for At-Risk Students: What Is Best Practice?" (Paul Brown); "The Change of Family Relations and Criminal Offences of Teenagers" (Zhang Jian); "Reducing Juvenile Delinquency Mainly by Taking Preventive Measures" (Chu Chenglin);

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"Delinquency and Its Prevention in China" (Guo Xiang); and "Pathways Planning in Vocational Education and Training for Adults and Juveniles in Custody: The Victorian Model" (Ken Penaluna). Also included are the following documents: "Vocational Education and Training for People in Custody: Framework for a National Strategy"; "Report of the IFEPS (International Forum on Education in Penal Systems) General Meeting Held at the Conference in Adelaide on April 6, 1998"; "President's Report"; and "IFEPS 1998 Conference Resolutions." (MN)

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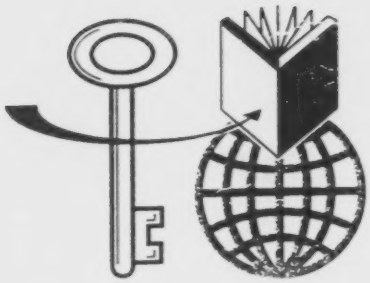

international forum on education in penal systems

Setting The Standard

Conference Proceedings

Sunday April 5 - Tuesday April 7, 1998

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Setting The Standard

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Conference Proceedings

edited by

Bob Semmens
and
Sandy Cook

1998 International Forum on Education in Penal Systems
ISBN 07340 1361 2

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Design and printing by Melbourne University Design and Copy Centre

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Burning

An Essay by Craig W. J. Minogue

Prison is an environment in which you either regress mentally, physically and spiritually or you continue to grow. Sadly, the former is the rule. The capacity for conceptual thought is either extinguished or it grows because of the barren mental and physical surroundings. But again, the former is the rule. I have been one of the few who slipped through the prevailing net which is the mind-set of the prison system.

I listen to prisoners' conversations and they show their lack of communication skills, basic English and an under-developed social capacity. At times I am ill-disposed towards my fellow inmates and I amuse myself with thoughts of why anthropologists are not here taking skull measurements and recording the verbal rituals, which can only be described as something from a more primitive age.

Amusement does not last long, it is a fleeting commodity like everything here; only the oppression is in plentiful supply. I ask myself what is being done with the captive audiences that sit in our prisons for years? Are educational programs being used to anywhere near their potential? The answer is clearly, no. Is there any real vocational training? The answer again is, no.

There are many ways in which the captive prison audience could be directed. Work is one but this too is a dismal failure. Prison authorities supply mind-numbingly pointless work. Enough work for ten is given to fifty, ten work while forty sit around in confined and padlocked areas. The perpetual card game starts and literally never ends and only the slightest ebb and flow of players is detectable. The rest form themselves into cabals and go over the same old ground, making pointless criminal plans as if on some type of merry-go-round that they cannot get off - which, of course they can't. Occasionally violence erupts as if out of nowhere but you know it's here all the time.

The problems associated with work in prison do not end with the pointless monotony which teaches no vocational skills. It is compulsory to work in prison industries. If you refuse to work you are charged with a prison offence and inevitably found guilty. You are punished by not being allowed to have visits with your family and the removal of other privileges. Prisoners are not covered by Work Care for the injuries they sustain while operating power tools, heavy

machinery and articulated vehicles. Forced labour of prisoners, who are paid $5.00 per day for their work, contributes to the profits of prominent businesses, industries and marketing chains in this country. A large American supermarket company discovered they had bought more than a million dollars worth of cane furniture that had been produced by forced prison labour in China. The stated policy of this American supermarket company is not to exploit prison labour. To demonstrate their scrupulous adherence to their policy, they quickly invited the media to a bonfire they had made from the furniture. The same company sells goods which are produced by forced prison labour in Australia, but no fires here.

The system appears to be deliberately designed to achieve what it does. I ask myself, how else could such a disaster go on for year after year if not on purpose?

They come in at nineteen and twenty and they leave with the mental ages of fourteen and fifteen year olds. I watch them regress in maturity nand behaviour before my eyes. They constantly make unreasonable and unintelligent demands and throw tantrums when their demands are not met. Throwing tantrums is acceptable behaviour because they are acting on the same level as the system. The system can deal with them when they think and act like fourteen year old children.

I watch this pathetic parade that looks as if it will never end. The members of this parade see me as a dark cloud on their horizon as they cannot understand how I think. I do not stamp my feet or wave my arms and I am not one of the banal cabbalists or mindless workers. They think there must be something wrong with me.

The system cannot read my mind because I have not regressed in maturity and I have not adopted the brainless drug-taking culture as a way of life. Therefore, I am a threat. I do not go along with the program - 'What's wrong with him?' they ask.

For many years I was fed my three bland meals a day through a six inch by four inch hole in the steel door. Human contact is minimised. Most of my guards were afraid - not because of any threat from me but because of their own inadequacies. My guards and the prison management look at the books I read and the computer I use and they do not understand, so they fear. They see me as some type of alien and their xenophobic reaction is to use violence, oppression and isolation. If only they would stop and ask me to explain, I would. If only they would ask something or talk to me on a human level. But no, I'm 'just a prisoner' in their eyes. I should be like a transparent

fourteen year old, unsuccessfully trying to lie to his parents, and they cannot understand why I am not.

There is no real management thinking going on in the prison system.. No-one at all is thinking about rehabilitation, conditions or meaningful work.

The truth is, the prison system in Victoria and throughout Australia is simply a containment system to which people are transported and in which people are oppressed.

The pressure is built up and the lid is kept on. We are beaten into corners both mentally and physically. We are then released like little packets of super-heated steam squeezing through a pressure valve.

The community then asks, ' Why are we being burnt by these people? What's wrong with them? Can't they see what they are doing is wrong?'

The Acquisition of Cognitive Skills As a Means of Recidivism Reduction: A Former Prisoner's Perspective.

Trevor Darryl Doherty
Arts Student, Melbourne University

"Who the f..k do you think you are Doherty? What are ya a f..king professor now? You're just another shifty c..t trying to get out of industry!". These were the words I was greeted with upon entering the division after my first day as a full time student in the education centre. I had, until that time, attained a year eight level of education from a 'working class' Technical School, and had never achieved anything in my life that I was proud of. Incidentally I had waited two and a half years and submitted numerous applications to obtain the *privilege* of accessing the education centre in a full time capacity, not a bad result for a devious little scumbag trying to rort the system!.

My father had just died, whose funeral I went to in handcuffs. I was at the cross roads of my life. I was enrolled in a ten session introductory computing course and amidst an overwhelming fear of failure, I was prepared to take the jump and try to finish something for once in my life. I still remember how strange I felt when I completed that course; it was a very foreign experience that stimulated an ambivalent attitude toward myself. I hated going to the education centre but was too scared not to go. It seemed that education was my last avenue of hope, a chance to dig myself out of a rut of helplessness. The education staff were the benchmark against which I measured my ability to relate to middle class Australia, because although they came into the prison, I perceived them to be about as close to the norm as I was going to get whilst on that side of the walls. I remember the condescending manner, in which they seemed to address me, which left me with feelings of inadequacy. The vitriol that awaited me, from the prison officers, upon returning to the division became routine and expected.

I vividly remember fellow inmates asking me how I put up with those 'God playing morons' and the general consensus among inmates was that you had to suck a c..k to get anything in the joint. Their encounter with education was not personalised, and they adamantly refused to 'dag' them to get some stupid certificate that they'd never use anyway.
Unfortunately, the only people who had any chance of making education attractive to them were fellow inmates. It is an extremely

difficult job for an inmate to make education appealing, when those who are trying to acquire an education are constantly displaying extreme levels of frustration at the copious amounts of superfluous red tape they encounter in order to get anywhere. This appears to be the experience of many prisoner-students. One such prisoner who was articulate enough to document his personal struggles in a dossier that provides a precis of his experience with prison education, stated that he had to incessantly request that he receive ten sealed Deakin University educational tapes from management and was met with responses from prison authorities such as 'He'll get the tapes if and when I'm ready'. After being forced to delay starting his university course for three weeks, due to being placed in an untenable position, he felt that it was only going to be through "resorting to childish behaviour in requesting the tapes at half hour intervals" that they would get fed up with him and give him the tapes to shut him up. It took thirty days for him to receive the required material.

Education within a prison setting is viewed by authorities as a privilege and is consequently heavily policed. Although viewed favourably by the parole board, it is far from being encouraged by prison staff. The adamant opposition toward educational pursuits displayed by prison staff invariably brings about a 'play the game mentality' to which a large proportion of correctional educators succumb. Consequently, to safeguard their own careers, they often wear two hats.

Although the difficulty of trying to be a part of the cure in an environment where the attitude and approach of the prison staff with whom they must liaise is a part of the problem is appreciated, it is nevertheless disappointing and confusing when trying to learn from someone whom you perceive as being two faced.

If correctional educators are really serious about addressing the needs of inmates, it is paramount that they firstly cease wearing two hats. It has been eloquently and importantly suggested by Richard Brown (1990) that:

> Although it is suggested that professionals should keep a significant personal distance between themselves and their charges, the prison educator can not afford such safety nets because the net also confuses the lines of communication. In fact, 'objective caring' is self contradictory. Teachers must be prepared to give something of themselves; they must also be trained and supported in relation to the strain and dangers of such an approach.

Secondly, and equally important is that they stop seeing themselves as working with criminals and begin working with people. Stephen Duguid (1997), himself a correctional educator, summed it up well in saying that " the teacher has to (*believe*) that behind the criminal record, the tattoos, the hostile demeanour and all the symbols of prison culture, there resides a choosing human, a decision maker, a potential citizen, even a friend and comrade"

Fortunately, upon displaying a genuine desire to learn, the education centre staff began to accommodate me. From then on I loved going to the education centre, I learnt new words and acquired new skills every day, I read voraciously and eclectically, there was no discipline about which I didn't want to learn. I still recall the surprise and amazement on the faces of some of the teachers as they witnessed me making quantum leaps, they were witnessing first hand a bona fide metamorphosis before their eyes! I enrolled in a Bachelor of Arts degree with Deakin University and soon became the pride of the education centre - a potential success story! Today I am just about to complete my degree at Melbourne University, I am employed with a large petroleum company, and am hopeful of pursuing postgraduate qualifications in psychology and philosophy. I have a quality of life that I could not have dreamed of five years ago and would not trade it for all the tea in china!

I wish I could say that the courses I completed in prison gave me what I needed to 'cut it out here' but I can't. The reason I can't is that knowing how to use a computer or sit an exam, whilst invaluable skills, are of no service at all when it comes to personal relationships, dealing with conflict, understanding what it means to love, accommodating others who are ignorant of your world, or appreciating the personal value of morality. It is a fallacy to equate formal education with wisdom.

After completing numerous TAFE certificates, I recall thinking:

> Maybe I am capable, yeah I can cut it out there, oh shut up Trevor, the standard in here is inferior to that of the outside world, these certificates are a token gesture, they mean jack shit.

There was a problem with me and it had nothing to do with my ability and everything to do with the way I saw myself.

I was one of the many prisoners who was convinced everyone was trying to 'take me for a mug' hence when things were going well it looked as though I really had it together, as though I was integrated as a person. However my distorted self concept was soon to manifest

upon any engagement with conflict. I had learned that violence ensures respect. My lifestyle of social deviance prior to entering prison and a warped and irrational prison culture had impacted on me in ways I was unaware of, until I began the post release transition process. I knew in my heart, prior to leaving prison, that having embraced education and pursuing it post release was the best way for me to live my life. However, whether I was capable of pulling this off was another matter. Thanks to numerous informal chats in the computing room with the teacher and fellow students, along with a fellow inmate who spent copious hours showing me the folly and destructive nature of aggressive outbursts, I was more equipped to integrate into the community than many of my fellow inmates.

Making the transition was for me a turbulent experience. I have encountered obstacles that most of my former inmates would not have overcome. I have lost count of the number of ex-prisoners I have run into out here and the *potential* temptations that could quite easily have lured me back into the old environment are too many to number. There has been many occasions where I have been in conflict and have had to really harness my aggressive impulses and employ a foreign style of thinking to gain a win-win situation. Amidst all of the difficulties I have encountered post release, there are three things that have provided me with an anchor in rough waters, a foundation on which I could carry on building a productive life: those being a *vision*, I spent many many nights visualising myself at university, conversing with ignorant people and holding down a job, a *transformation of thinking patterns*, and a belief in the intrinsic value of *virtue*.

Although it is generally accepted that people are not born bad; they are also not born virtuous. The issue of teaching virtue has a long history dating back to the pre-Socratic sophists. That one could be educated for virtue was also a belief held by Thomas Jefferson.

To develop character requires internal conflict and hard work, which is a theme consistent with the writings of Aristotle through to Calvin, and even to the present day as noted by Steven Covey in his book 'the Seven Habits of Highly Effective People'. In an analysis that spanned the last two hundred years of motivational literature, he drew a distinction between two approaches to enhancing one's quality of life: those who adopt the personality ethic (predominate in the last fifty years) and those who adopt the character ethic. The former is viewed by Covey as largely superficial and the latter as addressing the core of ones personal constitution.

It appears that the Correctional system, in Victoria at least, is somewhat antiquated in its approach, in so far as its approach is that which Covey refers to as the personality ethic and is therefore primarily designed to address offenders behaviour. My experience has been that for genuine growth to take place in an inmate requires, among a myriad of other things, the correctional system to abandon the personality ethic approach (which unfortunately constitutes the majority of contemporary motivation literature) and begin formulating and implementing an educational curriculum enveloped by the character ethic philosophy. At the operational level this requires the inmate to undergo what Covey refers to as a 'paradigm shift'. This same notion has been the contention of Duguid (1997):

> Decision making, self esteem and cognitive skills are primary objectives for correctional education, which runs counter to a current tidal wave of concern about literacy and employment training.

After almost seven years of incarceration, from juvenile institutions through to adult prisons, I can say quite confidently that what I found to be most frustrating, when in dialogue with fellow inmates, was not their lack of intellect, but the distorted paradigm from which they see themselves and the world around them. This perception was also noted by Richard Brown (1990) "...experience suggests that a relatively small proportion of prisoners have below average mental capacities which leave them short of resistance. Most are intelligent and creative above the norm and thus feel acutely the pain of social abuse"

It is my contention that it is only when we come to understand this, that we can begin to understand the psychology of prison, and consequently appreciate why aggression is so pervasive in prison culture. It is this very point that the psychologist Phillip Zimbardo is wanting to illustrate when introducing the 'principle of psychological reactance' and 'learned helplessness' to loss of control, which tend to manifest in aggressive affect/behaviour. He points out that violence may be the only way that a helpless, powerless person can get others to respond to him (Zimbardo, cited in Wortman and Brehm, 1975).

Although it is conceded that aggression, and many other forms of social maladjustment exhibited by prisoners, is a behavioural problem, it is my contention that it is first and foremost a cognitive one. My personal experience was one where I *painfully* undertook this 'paradigm shift' which was facilitated, ironically, by a fellow inmate. It was when I began addressing my thinking patterns that genuine growth took place. In trying to provide an example, to fellow

inmates, of what it means to undergo this transformation of thinking patterns I recall employing the following illustration: If when you get out you decide to go straight because you don't want to breach your parole, that's great, it shows you are aware that there are consequences for your actions. However, there remains a problem, that being, you're still not free, you're still a prisoner, you're a prisoner to the law! But, if when you get out you go straight because you truly believe that going straight is the best way you can live your life, then you're liberated, because even if the law wasn't there, you would still live that way because you believe that to live other than that is a compromise and consequently you would be short changing yourself.

My experience suggests that until an inmate changes his/her thinking patterns, any encounter with education is, regarding post release, long term social maturity, and personal quality of life, superficial and hence ephemeral. Obviously any curriculum that produces, at best, ephemeral change, is of no service at all to the problem of recidivism.

It has been argued by Sam Halstead of the Auckland Institute of Technology (1997) that :

> By defining social maturity, discussing the competencies, and determining the characteristics of good programs, correctional educators should be better able to create effective intervention strategies.

It seems that one significant intervention strategy is to, as previously mentioned, begin employing the character ethic philosophy by ceasing to address behaviour and start addressing thinking patterns. There are numerous models for cognitive development within a prison setting that, having familiarised myself with their content, I personally would have found to have been of incalculable benefit. Two examples of such models are the cognitive skills program that ran as a pilot project in Canada (Fabiano, E, Robinson, D, & Porporino, F, 1991), and secondly, the 'Personal Responsibility Curriculum' (Hsia-Coron, A, 1993). The first program offered cognitive skills training as a component of a living skills program. One of its attractive features is that it has cognitive skills at the core of its program and proceeds to address issues such as parenting skills, anger management, leisure education and community integration on that foundation. It appears intuitively correct and very sensible to structure such a course in this fashion, given that to address behaviour without firstly addressing thinking patterns is like giving someone a software package without firstly providing them the operating system, it may be state of the art software but without the

operating system it will not run. We need to see that an individual's paradigm is analogous to, metaphorically speaking, a road map. If a persons destination is Bourke St in Melbourne, then all the right intentions and all the hard work in the world wont get them there if they're using a map of Sydney.

The second model is one in which the prisoners participate in the development of the curriculum, and take responsibility for program outcomes. Participants engage in exercises such as role plays and simulations, which are extremely useful tools for developing empathy, goal setting ability and a host of other cognitive skills. Whatever the model, it is fundamentally important that the correctional system recognises the need to address thinking patterns and not behaviour.

The job of providing education within a correctional setting is extremely difficult and enormously complex. The skulduggery, vitriol and general prison politics that correctional educators are confronted with everyday does not make the job any easier. In light of this, I am extremely grateful to those who did in fact offer me academic support and personal encouragement, namely the education staff at H.M. Prison Bendigo.

The difficulty of providing corrections education is compounded by a government that provides no more than a shoestring budget for it programs. We are unfortunately living the age of 'economic rationalisation' which is a nice euphemism for 'people don't matter'. The task of gaining government funding so that genuine programs can be run in corrections education is uphill to say the least, especially when in Victoria, our honourable premier Mr Jeffrey Kennett showed us just how much he thinks of education by closing down 240 schools and sacking 8,200 teachers.

Given the economic rationalist age in which we live, it would be a futile exercise to proffer an argument for educational reform and government funding on moral grounds, so I won't bother. Suffice to say that even if you eliminate the moral component, and view corrections education in purely economic terms, it is costing a fortune to not educate our prisoners. When it costs $Aus50,000 p.a. to house one maximum security prisoner, if the acquisition of cognitive skills and those tools necessary for long term social maturity prevent two people from returning to prison per year, and research suggests the number would be greater, then not only will the government have covered the cost of implementing the course, they will in fact have gained a monetary profit. Of course the social implications of a reduction in recidivism would be almost unquantifiable. Hence it

appears to make economic and political sense to begin investing in these areas.

The great 20th century prison reformer, Thomas Mott Osbourne, called for prisons to be transformed into educational institutions in 1924. If only the government of the day could hear his echo, society would be indelibly changed for the good.

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CEA Standards: Making Correctional Education Professional and Accountable

Stephen J. Steurer, Ph.D.,
Executive Director of the Correctional Education Association and Correctional Academic Coordinator for the Maryland Adult Correctional Education Program

It gives me great pleasure to address such an august and distinguished group of correctional educators. Thank you for inviting me to talk about CEA standards. My hope is that you will be able to learn something from our North American experience that is worthwhile and applicable to your particular situation. My hunch is that there is a tremendous overlap in the work that we all do and we can be of great assistance to each other by sharing our standards, curricula and training efforts.

While no one should apologize for his or her accent, it is I who has the funny sounding pronunciation. My wife says that having grown up in Chicago makes it even worse. She is from Pittsburgh, so what does she know? In any case, because it is easy to misunderstand someone from another part of the English speaking world I will try to speak clearly and enunciate properly. Please feel free to raise your hand or interrupt me if you are having difficulty.

The Correctional Education Association

The CEA is primarily a North American association, but we do call ourselves "an international organization" because we do not want to be exclusively American. While most of our officers are American, we do have two international representatives on our Executive Board. One represents Canada, another all other countries outside North America. Our membership currently numbers close to 3,000 with about 100 from outside the United States.
Our general purpose is promote the correctional education profession through publications, research, training and public advocacy. We do this primarily through journals, newsletters and conferences.

Correctional Education Issues and Problems in the USA

In North America correctional education for adults and juveniles generally finds public support, but it does not survive because of

public support per se. Education in adult prisons, particularly, is very politically sensitive. While a few polls that have been taken show the public supports basic and high school education, the level of support is often subject to the latest headlines. One is hard pressed to find correctional education on any list of state or federally funded priorities. Some politicians see the need for education in the adult and juvenile lock-ups and support special set asides of federal funds, but the set asides are always a point of contention with the education community who often see it as a threat to their programs or with people who see the primary purpose of prisons as punishment.

There is a need for accurate information and statistics which demonstrates the value and effectiveness of correctional education. This can help to gain and maintain public support. Since no one else is going to advocate for correctional education those of us who teach and run correctional education programs must be actively involved if we are to survive as a profession. Finally, better and more universally applicable research is needed to make our programs accountable and defensible.

My purpose here today is to talk about correctional education standards, but I would like to take a few moments to tell you about some of the recidivism research we are conducting at CEA to demonstrate the value and effectiveness of adult correctional education programs.

The recidivism research conducted in the USA and Canada over the last 20 years has been favorable and makes a good case that education for incarcerated adults has a positive impact on post release behavior in terms of crime reduction, increased employability and behavior on parole. However, the studies are not definitive because most of them only track a particular group such as vocational students, high school graduates or college students after release. There are often weak comparison groups and no real control groups in any of the studies making it difficult to say whether or not the education program participants did better as a result of education or because of some inherent characteristic in the groups themselves. To get around this problem CEA is conducting a multi-state long term study to evaluate over 3,000 adult felons released in late 1997 and early 1998. We are collecting information from inmate surveys, criminal justice and institutional records and data from parole authorities and entering them into a huge database. We will look at every factor known to relate to criminal activity.

The design allows us to look at every inmate, student and non-student in order to build an internal control group. Look for the first results

to be published late 1998. For those who are interested we have developed bubble sheets and inmate survey forms, software to collect criminal justice data and statistical packages to analyze the data itself. We will be happy to share this with interested parties as it becomes available.

Status of Correctional Education in USA Prisons

In the United States correctional education has had its ups and downs. It is not my purpose to trace that history here today. I do think it important to keep in mind that education is the most ubiquitous program in our prisons. Generally, wardens of adult facilities value education as a necessary component of good prison management. Most believe that it also contributes to a reduction in recidivism. The professional association for correctional staff, the American Correctional Association, has its own standards for education programs, most of which were written by CEA and accepted by the ACA Commission on Accreditation. At the present time ACA is reviewing the revised set of CEA standards which I will talk about today. By August, 1998 it is likely ACA will not only recognize CEA standards, but also accept CEA accreditation of any institutions that ACA audits. This endorsement is a tremendous boost for our profession because it means many wardens and corrections directors will seek our review and endorsement of their programs along with ACA standards and thereby heighten the importance of CEA and correctional education in general.

Status of Correctional Education in American Education

Most education programs in juvenile and adult institutions do not have endorsement from outside accreditation agencies. Sometimes state laws give adult facilities the power to grant high school credits and diplomas. Often there is some agreement between juvenile correctional agencies and pubic schools for credit transfer. Because of a need to create a review process that specifically addresses correctional education programs the state directors of correctional education and CEA drew up the first set of 31 standards back in 1988. Under the leadership of our first executive director, Dr. Osa Coffey, a lengthy series of planning meetings and hearings was conducted over two years until there was general agreement on minimum standards for adult and juvenile education programs.

While these standards were recognized by state directors of correctional education programs, at first they were not used widely in program evaluation. This has changed in the last few years. But it had also become obvious that revisions were needed, particularly

better performance indicators. Also, in recent years numerous states and Correctional Services of Canada have formally recognized CEA standards and are undergoing audit and accreditation by CEA. We have developed a very formal process for training both auditors and agency staff being audited. I will tell you later about the formal process we have developed.

I would like to show you one of the 1988 CEA Standards to illustrate how we changed to performance based rubric in recent years.

1. Administration

001 PHILOSOPHY AND GOALS: There is a written statement describing the philosophy and goals of the system-wide correctional education program. (Mandatory)

DISCUSSION: The written philosophy and goals statement clarifies the specific legislative mandate which authorizes the provision of educational services. It further explains the role of education within the framework of the overall agency mission. It communicates the agency's support for education programs to meet the needs of individual students, the correctional system, and society. The written philosophy statement is made available to education staff and students and serves as a vehicle to communicate the purpose of the correctional education program to the legislature, agencies providing funding or services, and the public.

You will notice that the thirty-one 1988 standards were followed by a discussion. The auditor would apply the standard only and use the discussion as a guide. The only mandated part was the standard itself. This caused some problems on what constituted proof that the standard was, in fact, being followed. It opened up a wide area of interpretation. As more institutions and states became interested in the standards we switched to a more definitive and measurable context.

The 1998 CEA Standards are more numerous because we broke down the thirty-one standards into distinct measurable items. At first they numbered over 150 and then we revised them again into the current 84. You can see by the examples that it is relatively easy to determine evidence of compliance. Let us look more specifically into the new standards and the audit process itself.

ADMINISTRATION
Principle:
There is written legal authorization for establishing, operating, funding and governing a correctional education organization.

GOVERNANCE, PHILOSOPHY AND GOALS:
Standards
1. There is a legal basis for the correctional education organization to conduct the educational programs. (Required, Core)

2. There is a mission statement describing the goals of the organization. (Required, Core)

3. The mission statement is publicly displayed for the benefit of staff, students, and/or other interested parties.

4. The mission statement is included in at least two separate educational organizational documents.

The Use of CEA Standards in Program Evaluation - CEA Audit Procedures

There are some general criteria that were used in developing performance-based standards:

1. Standards are to be used to evaluate the quality of compliance for specific program areas.
2. Standards measure the compliance according to the stated philosophy and goals of the system being audited.
3. Standards are not separate or independent criteria superimposed on a system that must be met, but rather they are used evaluate the performance of the system itself.
4. Standards are minimum areas to be met and any system may extend beyond them according to their own development and purposes.

Passing CEA Audits

The *Standards for Adult and Juvenile Correctional Education Programs* are comprised of 84 standards based on 4 major categories. Each category contains a principle to introduce the concept and focus for the audit. Following the principal there are standards which specify the criteria that must be met in order to be judged in compliance.

There are 24 required standards that must be met in order to pass the audit. In addition, there are 60 standards that are not required but of

these at least 90% must be in compliance in order to pass. Unless waivers have been granted for non-required standards it is necessary to pass 90% of the remaining standards in order to pass this section. Throughout there are 43 core standards found in both the required and non-required groups. In most correctional education systems, documentation for these will be available from the office of the chief education administrator for the system. It is the responsibility of the system and institution being audited to ensure all necessary documentation is on site and available for the auditors to review.

The breakdown of the standards is:

Required	24
Non-required	60
Total number of standards	84
(Core)	(43)

Once again, to pass an audit the system/institution must demonstrate compliance with all (100%) of the 24 required standards and 90% of the non-required standards.

Definitions of the Standards

Core standards apply across a correctional education system whether there is only one institution or more. These are policies which apply across the system. These will be the responsibility of the education agency's central administrative office to develop and disseminate to all the institutions in the system.

Required standards are those which are essential to the overall quality of the program as to have been judged mandatory. Some of them are Core standards. All required must be met by the education agency in order to pass the standards audit.

Non-required standards are those that are not as important and which may not be met without jeopardizing the general or overall quality of the program. Up to 10% of these may not be in compliance and the institution can still pass the audit..

Majors Areas in CEA Standards

CEA Standards cover four major areas: administration, staff, students and program. Under administration standard topics such as legal governance, philosophy, budget, program approval and staff meetings are covered.

In the area of staff authority, staff training, personnel policies, business and industry involvement, salary scales and student/teacher ratio are included.

The student area involves incentives, assessment, programs, recordkeeping and orientation.

Finally, the program area is comprised of curriculum, equity, exceptional students, programs for segregated students, technology, materials and post secondary education.

At this time I will not go into any detail for each standard. They are all set up similar to the standards examples under administration which I showed you earlier. I will be happy to talk more specifically about them later in the conference when we have an open discussion.

Steps of the Evaluation Process

CEA has put together a very thorough process with which it trains the agency being audited. First there is the internal review or self audit. The agency is taught how to organize the process. Such topics include the choice of an internal audit leader and audit team, their duties, a time schedule, the purpose of the audit and how to notify staff and gain their support and participation. CEA sends out an auditor to train the agency in the audit process.

The agency learns to document strengths, clarify questions or uncertainties, and then articulate a response or corrective action plans with timelines.

The agency also learns how to assemble its files for an audit so that an outside auditor can readily find all the documentation and materials needed to determine whether or not an agency is in compliance.

When ready for an outside audit the agency asks CEA to send in auditors to conduct its independent evaluation. The auditors audit the system and individual institutions, review documentation, make necessary visitations throughout the institution, conduct interviews of staff and students, verify compliance and identify non-compliance. They will make recommendations and determine the level of compliance at each institution.

Since most audits reveal deficiencies, even if an institution passes the audit the agency will want to eliminate any deficiencies. After the CEA Committee on Standards releases its final report to the contracting agency, the head administrator will need to review the

efforts of the original self-evaluation team, its review preparations and develop a corrective action plan and implementation schedule based on the auditor's recommendations. In some cases the agency may disagree with CEA and submit an appeal of the auditor's findings.

Specific Agency Audit Responsibilities

The agency should appoint a responsible person with authority and respect who will lead the agency through the preparation for an outside audit process. This person facilitates or develops a monitoring protocol by conducting meetings, writing reports and working through a chain of command in the agency.

The communication system needs to work from the top down and be truly interdepartmental. It must develop expectations, give feedback, monitor progress, establish timelines and schedules, identify and overcome obstacles and make recommendations which require action from the agency leadership as well as its departments and institutions. Finally, it will need to develop a filing system for each of the current 84 CEA standards. Since there are certain core standards which are systemwide the agency must distribute the central policy and procedures and develop new ones so that CEA standards will be met.

Specific CEA Audit Procedures

CEA sends an auditor trainer to the agency to train their staff in preparing for the audit. This is done early in the process to allow several months for the agency to prepare for the formal audit.

On the day of the institutional audit itself everything begins with a brief introductory entrance interview with the warden, program deputy, principal and or administrator. The primary contact person is introduced. This person should be immediately available throughout the audit to find anything the auditor needs. Next comes an institutional program area familiarization tour. The auditor receives an institution description describing the population and staffing pattern. All clearances and consents for access to areas and records are obtained in advance and are available. Any unusual situations, such as court orders are explained.

The auditor then goes to the room where all the files are collected and begins his or her review of policy and procedures. Each standard with policy and procedures and evidence of implementation are contained in separate files. The auditor will verify compliance, making notes on forms specifically developed by CEA. The auditor basically reviews all

policy and procedures to find whether or not they have been implemented. Implementation can be supported by written documentation, oral interviews of staff and students and visual inspection. The auditor selects files and implementation records to review. The agency staff do not choose the records.

Document review

The auditor reviews all pertinent documents which should be organized in the recommended fashion. If the files are poorly organized and preclude the auditor from finding material readily, it is his or her prerogative to postpone the audit. It is not the job of the auditor to organize the materials for the audit.

The auditor first looks for primary documents such as laws, executive directives or agency policy and procedures which govern and narrate the practice called for in the standard. Once the primary evidence has been identified and is deemed sufficient, the auditor looks for secondary evidence. This type of evidence demonstrates that the standard authorized with primary evidence has actually been implemented. Secondary evidence shows such things as action, usage or occurrence. Various kinds of documents are secondary such as student records, attendance sheets, school calendars, education plans for students, budget records and other items.

The auditor may go another step and look for tertiary evidence. This could include interviews with staff or students.

The burden of proof is on the agency to produce all levels of evidence. If things are missing from the file the agency can bring forth additional and existing documentation, but they cannot manufacture new proof or policy on the spot. Verbal documentation is insufficient except as tertiary evidence.

Auditor responsibilities

CEA auditors meet extensive minimum qualifications and are fully trained to know and apply standards. The auditor learns how to examine documents to justify compliance, how to interview staff and students, how to take accurate notes for compliance and non-compliance (especially the latter). If the auditor finds a standard to be in compliance he may say to the client agency. "Really great policy here!" However, the auditor must be much more specific on non-compliance by writing things such as, "The policy does not cover such and such", or "no evidence of implementation found in file".

The auditor audits the standards and performance objectives, not his or her belief about the quality of the materials presented. This is important because an auditor may feel policy and procedures in his or her agency are better than the agency being audited, but must not say so orally or in writing.

At the end of the audit the auditor presents the tentative findings in an exit interview. Commendations and general findings are given. Exceptions and non-compliance recommendations are covered. The auditor stipulates that all this is subject to review and final approval of the CEA Commission on Standards and is only the auditor's recommendations at this time.

The auditor then writes a report which is submitted to the CEA Executive Office. The report is kept confidential between CEA and the contracting agency.

Standards Interpretation

Standard interpretation is based on the literal meaning of standards and performance objectives alone. As mentioned earlier the interpretation is not based on an auditor's idea of how it is best done or how he or she does it at the home agency. If there is a problem with a standard the auditor will document everything and make a recommendation for a final determination of compliance from the CEA Committee on Standards.

The agency being audited can ask for exceptions by showing how a standard is not applicable to its particular situation. It is preferable to request exceptions or "not applicable" status ahead of time.

Since there is always room for interpretation in any audit, the agency may wish to dispute an auditor's finding of non-compliance. The agency must abide, however, by the final decision of the CEA Committee on Accreditation.

Once accredited the education program receives a three year accreditation from CEA which certifies that it meets the minimum standards set forth by CEA.

We are proud of the work that has been done by the members of the Correctional Education Association over the past ten years and hope that it will be taken seriously by jurisdictions outside North America. It may be that circumstances dictate the need for more standards or the elimination of old ones, but we feel that the current series reflects

well on quality professional education practice in the juvenile and adult facilities in North America.

We developed these standards because we believe our mission is inherently different than public or private schools serving free children or adults. Correctional educators work in an environment of security as well as in an educational setting. Our students need skills and knowledge as well as new attitudes to become positive, contributing citizens, productive family members and diligent taxpaying workers. It is our belief that correctional education standards set the framework for the good work we all perform. Standards give us the power to do our jobs effectively and professionally.

Thank you for asking me to present to you at the IFEPS Conference in Adelaide.

"G'Day Mates" or in American terms, "Happy Trails to Y'all".

Who Needs Standards?

Bob Semmens, Senior Lecturer
Youth Research Centre, Melbourne University

The Macquarie dictionary defines 'standard' as: anything taken by general consent as a basis for comparison; an approved model; a grade or level of excellence, achievement or advancement; a level of quality which is regarded as normal, adequate or acceptable. Relating these concepts of 'standard' to correctional education, I will define standards in correctional education as a set of agreed minimal levels of quality in the range, content, mode of delivery, and expected outcomes for education and training provision in correctional facilities. The formalisation of such standards will facilitate comparisons with current program provision within and between the various jurisdictions in Australia, and the establishment of goals for further development. Much of this paper is devoted to pointing out possible limitations of establishing standards, not because such a development is not positive in itself, but to warn that standards are minimal, rather than maximal, requirements for education provision in corrections.

The first problem with standards is: who is going to take any notice of them? A few years ago, I visited an American prison and was rather concerned at the lack of programs for inmates. There were 1400 prisoners, most of whom were standing around in groups in the compound or playing cards in the dining areas of the seven living units. Eventually, I asked a guard whether the prison met the United Nations minimum standards. He responded: What standards? Who needs standards? Some time later I thought that this would make a good title for a paper and now the opportunity has arrived. If United Nations standards can be ignored by correctional administrators, then what value might one expect to be placed on a set of voluntary standards developed by the Correctional Education Association, an organisation based in the USA, and cited as a reference by the Australian Senate Inquiry (1996) for the establishment of a set of standards for correctional education and training provision in Australia?

In April 1996, the Senate Inquiry Into Education And Training In Correctional Facilities recommended (p 21):

that the Australian Institute of Criminology develop a draft set of National Standards for Education and Training for Peoiple in Custody for consideration, in 1996, by State and Territory Ministers of Corrections. The American 'Standards for Adult and Juvenile Correctional Education Programs' could provide a basis for such a development, which should give proper consideration to the Australian context, including the requirements of the National Vocational Education and Training System.

Assuming that everyone concerned with correctional education in Australian agrees to take the proposed set of standards seriously, we can learn from some of the apparent limitations of the American standards. The American standards are grouped into four areas - administration, staff, students, and programs. In 1988 there were 31 recommended standards, 15 of which were seen as mandatory by the Correctional Education Standards Development Board which was established to develop the standards and consisted of representatives of the Federal Directors of Correctional Education and the Correctional Education Association. The Board consulted widely in developing the standards. The Board anticipated that the publication of the standards would promote 'strong, system-wide co-ordination and direction'; encourage correctional institutions to provide 'access to quality education'; be used by correctional educators 'as a tool for self-evaluation and goal-setting'; be used by 'legislators and others in charge of allocating monies for correctional education programs'; 'raise the priority of correctional education within correctional agencies'; and, 'make a positive change in many individuals' lives'.

It appears from the above stated aims and purposes, that the 1988 standards were seen as voluntary benchmarks against which educators, administrators, legislators and clients could measure value for money and value for effort within a common framework of education provision. If we look a little more closely at the recommended mandatory standards, in the administration area we find strong emphasis on having a written statement of philosophy and goals, a written set of policies and procedures, having a budget line and a system for regular program evaluation. In the area of staffing, it was recommended mandatory that each correctional education system have a chief executive officer, that there be written personnel policies for staff selection, retention, evaluation etc, that there be a stated formula for staff/student ratios, and that salaries of teachers be comparable with teachers in public schools. In the student area, it was recommended mandatory that there be an on-going student orientation program, that individual programs be developed according to the educational needs of each student, and that programs for women be equivalent to those for men. Finally, in

the programs area, it was recommended mandatory that a comprehensive range of programs be available, that there be curriculum statements and expected outcomes for each subject, that equipment and facilities be of the same standard as those provided in public schools, and that special education programs be available for students with disabilities.

More recently (1997), the CEA circulated a draft document which added the words 'and performance objectives' to the title of the Standards for Adult and Juvenile Correctional Education Programs. The introduction of the 1997 draft document mentions 86 standards whereas the 1988 version contained 31 standards. The 1997 introduction states that program audits conducted so far suggest that 'more definitive standards would be beneficial', and that:

> to pass an audit the system/institution must demonstrate compliance with all of the 24 required standards and 90 per cent (56) of the non-required standards.

The 1997 draft document then sets out the types of evidence and written documentation that are seen as appropriate for measuring each of the standards. This pursuit of standards is in some ways admirable and possibly necessary, although one wonders why a special set of standards is necessary for correctional settings - suggesting that standards which apply to mainstream education provision are inadequate or inappropriate for correctional settings. In the same vein, one wonders why the proliferation of special standards between 1988 and 1997? Why the need for increasing precision in what constitutes evidence of meeting standards? The managerial tone of the American standards suggests at least a partial answer to these questions - that correctional education is now marketing itself to the corporatist world of accountability, auditing, eficiency and effectiveness, and value-added product. This language is becoming quite familiar in Australia too (Grubb, 1995; Marginson, 1997). However, the idea of developing a 'product' that correctional administrators will 'buy' and then apply voluntary standards to the delivery of the 'product' is not so familiar. I think we would want some government agency to take on the monitoring role on behalf of the community, although the 'commercial in confidence' arrangements for private prisons make it difficult for the general public to know how responsibly the government is acting on their behalf. Under these conditions, it is not possible for us to know what criteria are used by correctional administrators in determining the best available product or whether 'world's best practice' means anything at all. While it may sound sensible to us that we require correctional agencies to provide community accredited courses, we

have no way of knowing that this requirement is being met, and even if we did, there is no easy way of responding to a correctional administrator who claims that he would willingly conform to community standards if only his budget would allow it.

Further, I want to claim that by accepting the narrow confines of the product marketing ethos and the spirit of voluntary application of standards, the CEA standards document is forced to ignore the issue of the quality of the learning environment, which is essential for learning to take place - such aspects as the motivational role of teacher-student relationships and the general classroom climate, the quality of relationships between the education centre and the management of the correctional facility, the expected contribution of education to post-release destinations of students, and the role of education in preparation for citizenship. If the CEA had included key aspects of the learning environment in its standards document, this would have placed some responsibility, even if voluntary, on the correctional administrators for ensuring that standards of program delivery are met. The opportunity to develop a sense of partnership between correctional educators and administrators has been missed.

So, it appears that the CEA standards fall far short of delivering a quality educational product by omitting the more difficult to measure human qualities that most teachers know intuitively are important for motivating students to engage with new learning experiences, to develop autonomy as learners, and to use their learning constructively in their interaction with others in the community. If these personal and interpersonal qualities are important, then they need to be mentioned in the standards and an attempt to measure them proposed.

Performance indicators may help to measure identified qualities of personal and interpersonal behaviour. Further, collection of recidivism data before and after the establishment of standards for education and vocational training programs, would demonstrate that the pursuit of standards is expected to have some impact for the common good as well as for the student. Perhaps standards document could also include a statement about its informing educational philosophy and this may help the reader to understand its strengths and limitations.

On face value the CEA draft document does not appear to have an educational philosophy at all and one wonders whether it is designed largely to gain some validation by correctional management personnel for the delivery of education and training within their correctional facility. Such an explanation would lead to the conclusion

that the omission of learning environment issues is for political reasons such as not wanting to confront correctional managers with the reality that the typical correctional environment is not conducive to teaching and learning. While this is conjectural, there is some supporting anecdotal evidence from my years of contact with the field and the repeated claims of teachers that correctional management and custodial staff are hostile to education. For example, one Chief Executive of Corrections in an Australian State told me a few years ago that his priorities were: to keep them in; to keep them busy; to make some money out of them; and, to provide opportunities for education and training if there was any time left after attending to the first three of his priorities. There is not much room for rehabilitation with those priorities but if the Chief Executive wants to keep his job, he may have to keep his corporate priorities. He may be amenable to an argument which shows how education and training contribute to his three top priorities. Avoiding the issue of learning environment does nothing that will cause him to think about how his fourth priority might be integrated into his first three priorities, making his job easier and the life of prisoners more productive (Gerber and Fritsch, 1995).

From another, wider, societal perspective, the lack of a statement of educational philosophy in the CEA standards document is a severe limitation because the reader is left to guess why it is important to have education in correctional facilities at all. What do we expect will be the outcomes for the students and society from education and training programs in correctional facilities? Correctional administrators may take a greater interest in program outcomes if the costs of recidivism were made clear and contracts were written accordingly. Currently, the contents of a program package, however attractively delivered, are not designed to impact on the post-release world of the student, except that it may claim to make the student potentially more employable. But the student is not taught how to put these new skills into the context of his/her post-release situation. Indeed, this is not part of the program-designers' brief and as they are only members of a corporate team or unit, they do not see post-release factors as their area of responsibility. Their understanding of cost-effectiveness is in terms of the delivery of a quality product. According to this definition, customer satisfaction is assumed by the strength of demand for the product. But the student is not the only customer to consider and demand is not the only criterion for customer satisfaction. The community is the other customer, because the community pays for most of program delivery costs and the community pays a high price for recidivism rates. So, as it is largely our money that is paying for the programs as well as recidivism rates, the government has an overall co-ordination responsibility on

our behalf to ensure that the roles and tasks of the various agents or contractors employed, fit together into an overall rehabilitation strategy.

This includes transition from correctional facility to community living situation for there is research evidence (Wiley, 1988; Downes et al, 1989; Stevenson, 1995) indicating that, while possession of a certificate in vocational competence is a great achievement by student and teacher, it cannot be assumed that vocational competence transfers to on-the-job competence or other areas of the student's post-correctional experience life in the community. Further, if participation in education and training does not translate into lower receidivism rates, there may be an argument for keeping correctional clients busy in less expensive ways. This is the danger of accepting a context-free approach to program provision. An educationist's approach to program provision would carefully structure the present learning context, and be directed at making a difference to the student's future application of new learning.

Because the correctional environment is very different from the community at large, a period of community acclimatisation is also necessary, especially for those people who have been in prison for more than a few months. There are relationships to renew and rebuild, accommodation to be found, work to be found, and development of routines like getting out of bed and catching a tram without supervision, even though you believe that the whole world is watching you, perhaps staring at you, and waiting for you to make a slip - which of course you do when you do not know the price of a tram ticket and then fumble your money onto the floor of the tram rather than into the hand of the conductor. This initial post-release period of anxiety can cause former inmates to lose confidence in their ability to apply new knowledge and skills learnt in a correctional facility even if they have a certificate that says they are competent.

We need more data on the post-release impact of education and training and the life experience of correctional clients. Such evaluative data will assist in the improvement and relevance of correctional programs to the rehabilitation goal. Stephen Duguid's (1996) experience in Canada provides an illustration of this point. Duguid had been running a liberal arts program for prisoners in Vancouver for twenty years. He believed that it was a great program because it challenged prisoners, their ideas, values, attitudes and beliefs. It also gained them credits towards a university degree. Then suddenly the prison authorities stopped the program and introduced a new program based on the inadequately researched assumption

that all prisoners have cognitive deficits that must be remediated if they are to be rehabilitated. Duguid believed that his program had been very effective in reducing recidivism rates but he had no research evidence to back up his belief. He then gained a research grant to investigate retrospectively which types of student did best, and worst, after release. The research is not yet published but Duguid's research method can be likened to a value-added approach to program evaluation in that he has identified those prisoners who did better after release than could be predicted according to the set of success indicators that his research team had developed. The outcome of the research will be a report to the prison authorities that certain prisoner 'types' should be allowed to participate in a liberal arts program because they will benefit most from participation and yield greatest value for money.

In carrying out this research, Duguid appears to accept the argument of the market, that some products suit some consumers more than others. Other products need to be developed for those who are less likely to benefit from his liberal arts product. I think there are some dangers in this approach because it leaves open the possibility that prison authorities will decide that some prisoners will not benefit from any rehabilitative program product, and once that decision is made, then it is logical to argue that most prisoners will not benefit from any program and the cost of imprisonment can be cut by denying access to education for most, if not all prisoners. In this scenario, standards are only relevant to those prisoners who have access to education and training, suggesting that there needs to be an underlying principle of access which informs the proposed set of standards for education and training in corrections. Other principles, even 'rights', may be necessary thus providing a strong and consistent foundation for standards of program delivery in a correctional system where the correctional managers have responsibility for including a range of quality programs that include the education and training needs and abilities of all types of client. Without such guarantees, it is possible that correctional administrators, or governments, can change their priorities, rendering standards ineffectual.

This point has been reached in California where more money is now being spent on the correctional system, especially on building new prisons, than is being spent on education in schools in the community, and the costs of imprisonment are reduced a little by reducing education provision in prisons (CNN Interactive, 1996). This is in stark contrast to the traditional position of education in the community where ten years of schooling has been deemed to be of such value to all young people and the common good of society, that

it has been compulsory for well over 100 years. The Californian situation suggests that public education is being de-valued and this could lead to community acceptance of an argument that as most prisoners did not take advantage of the opportunity in their early years, they are therefore not entitled to expect the genorisity of a second chance whilst in prison, especially when resources are being withdrawn from non-offending children in public schools. Currently, the American public seems to be more interested in getting unemployment rates down, and, as one Australian economist (Davidson, 1997) points out, the building of prisons provides employment for some and puts the unemployable inside the prisons, thus getting them off the streets and the unemployment statistics. Just to complete this gloomy picture, there is an economic rationalist argument (Wilson, 1980) which claims that it is cheaper to put offenders in prison than it is to leave them on the streets.

The problem in the current economic context is that politicians are so focussed on the magic of the triple A rating for investment, believing that once that is secure there will be a trickle-down effect to all sections of the community. All we have to do is wait and the magic will work. Some of us are not convinced but feel powerless to do much. The danger is that while we are waiting we will lose our direction as well. So, by all means, let us get together and develop a set of standards for education and training in corrections, but let us also be clear on where those standards are coming from and where we expect them to lead. There is strong evidence that education does make a difference, even in correctional settings (Harer, 1993; Stevens and Ward, 1997). The authors are not sure how such outcomes were achieved but assume that education is a social 'good' and will therefore have positive social effects. It would be helpful if we could be more specific about what combination of factors is more likely to produce positive outcomes and I guess this is what Duguid's research is attempting to do retrospectively. I have a preference for taking a more proactive approach and I want to outline such an approach in the remainder of this paper. This final section of my paper is in support of my claim that standards for delivery of education and training in corrections must be sensitive to, and be reflective of, of the context in which the programs are delivered.

Proposal for Correctional Education

It seems to me that the particular emphasis that your standards take, will depend on your preferred educational theory. In this regard, the CEA's 1997 draft standards are disappointing because the closest they come to education 'theory' is the mention of 'philosophy' under the heading of 'premise' (p1) and the premise is that:

education programs in correctional institutions can be of high quality despite significant differences.

According to the CEA standards document (1997) these significant differences can be in philosophy and goals, the community served by the program, and action taken to meet the needs of staff and students participating. The term 'philosophy' is not defined. However, 'philosophy' is mentioned in Standards 1 to 4 in association with the term 'mission statement' which has to do with describing the goals of the organisation. So, 'philosophy' for the authors of the CEA Standards, has no stated link to education theory. It is rather, an organisational concept. This is where I part company with the CEA document because in my imagination of how things work, the organisation is established to implement the philosophy, it does not determine the philosophy. This is an important distinction because, for as long as I can remember, one of the persistent complaints of Australian teachers in corrections is that they have had to work within a custodial organisation which is based on an authoritarian philosophy, whereas their preferred educational philosophy has something to do with developing each individual's capacity for critical thinking (Rabak,1988; Wiley, 1988) and that this requires an organisation which encourages curiosity, experimentation and co-operative problem-solving, with the teacher as a resource person. Nowhere does the CEA draft document tackle this basic philosophical conflict for teachers in corrections.

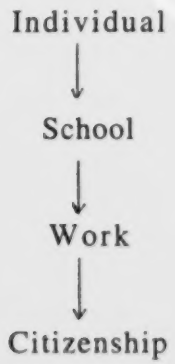
To begin the process of establishing a framework for standards in correctional education and training, we need to be clear about our education theory and goals. Then we need to think about how these goals might be reflected in a correctional setting and what are the implications for how the total correctional setting is managed. I will start with a very wide-angle lens and gradually zero-in on the correctional setting. The broadest question to settle is:
What sort of society do you want? If your answer includes references to democracy, social cohesion, respect for human rights, equal and fair encouragement for all students, then we have a basis to proceed to the next issue, that is, the aims of education and how they contribute to a vision of society.

In his book, *The Aims of Education Restated*, White(1982) defines education as " up-bringing". For White, education is not just the province of schools but is intimately connected with industrial, political, economic, and social institutions, and is therefore a lifelong process. Thus, the "up-bringing" of the individual involves reconciling two sets of aims - personal and societal. White identifies

person-centered aims with the "good" of the individual, and societal aims with the "good" of society. The two sets of aims are not always in conflict, although person-centered aims increase understanding of personal temperament, desires and abilities, while the economic aims of society tend to favour the academically successful. In a school which is preparing students for participation in the democratic society, the school curriculum will give higher priority to teaching social criticism than it will to skills for non-existent jobs. This is not to teach students how to be rebellious but how to balance personal aims with the aims of society, through interaction with the major social institutions and application of their knowledge and understanding in acting responsibly towards others while protecting self-interest. Student participation in the decision-making processes of the school is therefore essential preparation for participation in the wider arenas of community life. Diagram 1 demonstrates how this has been achieved in the past.

Diagram 1 - Aim of Education

To prepare for citizenship

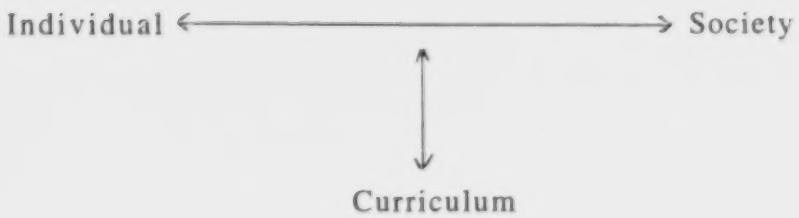


The problem with this traditional pathway to citizenship is that the current high unemployment rate means that many young people are ineligible for full citizenship status and feel marginalised, possibly leading to anti-social behaviour because they have little hope and little to lose by engaging in such behaviour. An alternative model was proposed by Dewey (1916) a long time ago. In his book, *Democracy and Education* (1916), Dewey presents the school as a mini-community which teaches students through experiential and co-operative solving of real problems. So, instead of 'preparing' students for a future role of citizen, Dewey advocates 'practising'

citizenship through involvement in decision-making in school governance and in relation to solving curriculum problems. Dewey's model is presented in Diagram 2 and is more consistent with White's notion of education as socialisation or up-bringing than the sequential model presented in Diagram 1. The interactive nature of education is captured in Diagram 2 which recognises that for understanding and independent action to flow from curriculum content, there needs to be recognition of the affective, as well as the cognitive, component of learning.

Diagram 2 - Aim of Education

To Practice Citizenship



Focus on interaction to promote
sense of belonging, usefulness and competence
in key areas of vocational, political, cultural and interpersonal life
in the community.

Curriculum aims for education programs in a correctional system are no different from those in the mainstream schooling system, that is, equal access to participation in the economic, intellectual, political, cultural and social life of the community. In the economic area, this means not only literacy and numeracy preparation for vocational opportunities, but understanding how the market economy works, what might be called economic literacy, so that students may become active participants in the economic arena. Curriculum content would include basic skills such as reading, writing and arithmetic and how these might be applied to career aspirations, accommodation, nutrition, clothing, budgeting, hire purchase and other aspects of the banking and finance system. So literacy would be taught in the context of market forces which determine employment rates, availability of accommodation, and prices of food and clothing. Achievement of the aim of economic literacy, if taught experientially,

would enable the student to understand his/her options and facilitate choice of the most advantageous course of action.

Additional skills and understandings derive from the interaction between the economic literacy aim with another curriculum aim, that is the aim of political literacy, which includes content on how decisions are made in democratic societies. At the personal level this would involve participation in prison decisions in relation to oneself, and at the broader level, the meaning of government of the people by the people, and the implications for individual rights and action.

Connected to the political literacy and economic literacy aims is another aim, which might be called cultural literacy, and contains essential understandings for participatory membership of societies which are both democratic and pluralist. Students may unravel the heavy emphasis on white, middle class, male values in textbooks and the media, or they might study the values and traditions of various groups in society, and reflect upon the influence that these perspectives have on their own attitudes and behaviour. A prison classroom which could demonstrate that the constructive contributions of all members were valued equally, would be a good setting for the development of cultural literacy.

Achievement of all the above aims is interdependent with achievement in the area of social competence. While these other aims contribute to the social competence aim, a particular focus on inter and intrapersonal relationships would assist development of skills and understandings about the causes and effects of competition and co-operation in personal and societal arenas. The social competence strand of curriculum presents an opportunity to emphasise the importance of learning through interaction with others. Role-plays and simulations relating to the experiences of the students with a view to seeking alternative and responsible solutions to personal scenes and situations, should increase motivation to explore other curriculum areas relevant to their future living situation.

Having established the aims of curriculum, the actual content of some existing programs and course modules may need adaptation, but the main changes will be in the interactive problem-solving style of teaching and learning, and in the style of correctional management becoming less authoritarian and more negotiated.

What is suggested here is that a correctional management that has citizenship practice as its primary goal, will organise itself differently than a correctional management that is pre-occupied with conformity of inmates to a set of rules and procedures that make little sense in

the world outside the institution. The institution geared towards responsible citizenship will establish a code of behaviour that reflects the rights and responsibilities in the wider community. It will state clearly the limitations placed on those rights and responsibilities by the security rating of the prison but the areas of free speech, protection of property and person, and freedom of movement will be addressed. Procedures for appeal will also be clearly stated and communicated to all staff and inmates. Ideally, there will be provision for prisoner participation in the development of rules and the consequences for breaches as well as recognition for achievements in various aspects of the prison program. Overall, it is expected that this style of management will decrease the need to resort to imposition of external power and increase the opportunities for inmates to develop internal controls and take personal responsibilty for their decisions.

The interest in unit management in some correctional institutions in Australia could be a positive step towards greater inmate responsibility for managing domestic arrangements of their living units, and increased access to personal files and a supervisory staffmember. If this management style can be connected to a set of institutional goals for responsible citizenship, then there will be negotiation and co-ordination of educational and custodial priorities that could lead to an agreed set of strategies for making full citizenship status possible upon release. The Malmsbury Juvenile Justice Centre in Victoria appears to be attempting this type of management model and the integration of education and training into this model provides a consistent set of formal and informal learning experiences for the young men. The definition of curriculum at Malmsbury would be more consistent with 'everything that the student learns from his interaction with the institution' - not just what is contained in the TAFE accredited modules of study. There is a partnership between management and educators and there is an expectation that youths will take individual and small group responsibility in aspects of the daily management and programming of the institution.

Some may claim that Malmsbury has some special features that cannot be replicated elsewhere. Firstly, the youths are selected for participation because the presiding judge or magistrate believes that they are trainable and that the institution expects them to learn. In my opinion this is not a criticism but provides support for my earlier argument that standards for correctional education need to include a section on the importance of the learning environment. Institutions with higher security and inmates with perceived lower motivation for learning will not solve the problem by claiming that the task is

too hard. It is easier if we have a clear idea of where we want to go. Once we are agreed on a rehabilitation goal, we are set on establishing redemptive pathways to full citizenship status for all students. Standards for design and delivery of education and training programs which are consistent with our educative goals, will assist us to evaluate what we are doing.

Conclusion

This paper has advocated that correctional education and vocational training be derived from education theory which emphasises the civilising role of education in society, and that there are consequential implications for correctional management, teaching style, and program evaluation as well as standards for program content and delivery. It is suggested that standards which apply to education and vocational training in the community also apply to correctional education and training, in preference to developing a special set of standards for corrections because the vast majority of correctional clients are destined for the community. Finally, by placing the development of correctional education standards into the context of education theory and current community education practice, notice is served that the quality of education and vocational training in corrections is expected to improve following their implementation.

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Setting the Standards. Whose Standards? The Education of Women in Prisons

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When Senator Olive Zakharov announced in October 1994 that there would be a Senate Inquiry into Education and Training in Correctional Facilities, the hopes of many were raised that at long last the specific educational and training needs of women offenders would be both acknowledged and addressed. Academics, activists, together with teachers who had struggled for years to provide meaningful and worthwhile educational and training programs for women in prison had long been raising questions regarding the government's policy and budget focus on male offenders. Cases had been made that the government policies and practices were discriminatory and that women had not been afforded the same educational and training opportunities as their male counterparts (Hancock, 1983; Rayner, 1992).

In April 1996, when the Senate Employment, Education and Training References Committee delivered its draft report, there was only one specific recommendation in relation to women:

> The Committee recommends that, consistent with gender equity principles, State and Territory Corrections Services allocate special funds for the education and training of women in prisons in a way which takes into account the small numbers involved and the higher cost per student of providing certain courses (Senate Employment, Education and Training References Committee, 1996, p.48).

Whilst it is admirable that the Committee acknowledged the need to allocate special funds, it is of concern that the gender specific needs of women prisoners were neither acknowledged or addressed.

A further recommendation, one which has been seen by many as the cornerstone of the report, signalled the need to introduce a set of standards for prison education:

> The Committee recommends that the Australian Institute of Criminology develop a draft set of National Standards for Education and Training for People in Custody for consideration, in 1996, by State and Territories Ministers of Corrections. The American `Standards for Adult and Juvenile Correctional Education Programs' could provide a basis for such a development, which should give proper consideration to the Australian context, including the requirements of the National Vocational Education and Training System (Senate Employment, Education and Training References Committee, 1996, p.21).

Once again, it is commendable that the Committee acknowledged the need to set standards for the education and training of offenders. It must be acknowledged, however, that the setting of standards can be highly problematic, particularly when they are based on the American standards and are developed in a period of economic rationalism (For a review of these issues see Semmens in this volume). Literature in other fields has clearly demonstrated how the development of benchmarking practices reinforce hegemony, in part by assuming an unproblematized masculine norm. The needs of women are assumed to be the same as those of men. Hence, it is thought that by providing the same standards for women and men, equality will be achieved. The American standards are no different.

The purpose of this paper is therefore to acknowledge the unique circumstances and requirements of women prisoners and to argue that equality can only be achieved by developing standards based on gender specific needs. In the setting of standards, it is therefore important for the voices of women in prison, their teachers and others concerned with their education, to be heard.

Women and Imprisonment: Gender Issues

Over the past fifteen years, numerous Australian and international studies on women in prison have highlighted the sex-specific circumstances, problems and needs of women prisoners (Carlen 1983; Eaton 1992; Esteal 1992; Genders & Player 1987; Hancock 1986; Liebling 1994; Miner & Gorta 1987; Maden et al 1994; Morris et al 1995; Singer et al 1995). These studies have widely acknowledged women prisoners and ex-prisoners as a disadvantaged group as a consequence of their circumstances and experiences before, during and after their incarceration. In keeping with the profile of women prison populations abroad, Australian women inmates have been identified as amongst the most disadvantaged in our community.

Most women who enter prison do so from a background of extreme social and economic disadvantage. Victoria's Department of Justice (formerly the Office of Corrections), reported in 1996 that Victorian women prisoners are on average two years younger than their male counterparts, and that they `tend to come from a background of extreme poverty'. In 1995, women from non English speaking backgrounds and Aboriginal women constituted approximately 11 and 7 per cent respectively of Victoria's women prison population (Department of Justice, 1995). Overall, women prisoners have been identified as having a low level of education compared with women in the general community. The Department of Justice has acknowledged that while the educational achievements of Victorian women prisoners are greater than those of male prisoners, women prisoners are nevertheless more likely to have been unemployed prior to their imprisonment. In 1995, for example, only 8% of women inmates had been employed prior to their imprisonment, compared with 36% of male inmates. The poor socio-economic status of women prior to their imprisonment is no doubt partly related to their familial circumstances. The majority of women who enter prison in Victoria have dependent children; the average according, to the Department of Justice, is 2.5 children per woman (Department of Justice, 1996).

In profiling women prison populations, numerous researchers both here and abroad have drawn attention to the preponderance of women inmates who have histories of sexual and /or physical abuse. The Department of Justice has acknowledged that most Victorian women prisoners have experienced sexual assault or domestic violence prior to their imprisonment, and that moreover, upon leaving prison, many women will return to a violent partner. In addition, women's drug use, including its relationship to experiences of physical and sexual abuse, has been identified as an important issue. According to the Department of Justice, up to 80% of the women who enter Victorian prisons have a history of drug dependency (Department of Justice, 1996).

The issue of drugs takes on even greater significance when it is considered in relation to current trends in imprisonment. The `War Against Drugs' has provided a central focus for `law and order' campaigns over the past twenty years and has contributed to rapid increases in Western prison populations. Although much of the critical commentary on the `War Against Drugs' has focused upon the criminalization of men, it is clear that women have also been profoundly affected by it. For example, in Victoria during the 1980's, there was a dramatic increase in the number of women in prison and also in the proportion of women as a percentage of the total prison population. Based on the annual census of Victorian prisoners, the

average daily number of women prisoners increased from 66 in 1984 to 125 in 1990. This represents an increase of 89%. During the same period, the number of male prisoners increased by only 18% (Women Prisoners and Offenders Advisory Committee, 1991). According to the Department of Justice, the number of women prisoners has continued to slowly rise during the 1990's. It has been estimated that by the year 2001, almost 200 women will be in Victorian prisons on any given day (Department of Justice, 1996). The most striking aspect of recent statistics is the increase in the proportion of women imprisoned for drug offences. This proportion has doubled in recent years, rising from 10.8% in 1990 to 21.6% in 1995. Given the nexus which has been identified between drug use, prohibitionist drug policy and offending, it is likely that other offences for which women are commonly imprisoned are also drug-related (Miner & Gorta 1987).

In general, women tend to serve shorter sentences than male prisoners. For example, of the Victorian women inmates surveyed in the annual census of 1995, 34% were serving sentences of less than six months, 48% were serving sentences of less than 12 months, and 61% were serving sentences of less than two years (Department of Justice, 1995). These sentences reflect the fact that the vast majority of women in prison have not committed violent crimes. Of the Victorian women prisoners surveyed in the 1995 census, 34% were imprisoned for property crimes, approximately 10% were imprisoned for offences related to justice procedures (these include breaches of family court orders and community based orders), and almost 22% were imprisoned for drug offences (Department of Justice, 1995).

Numerous Australian and international studies on women and imprisonment have highlighted the sex-specific problems and needs of women in prison. Issues which have been identified as particularly impacting upon the well-being of women inmates include separation from children, health problems including substance use, and the ongoing effects of previous experiences of physical and sexual abuse. In addition, the literature points to the punitive nature of current penal policies and practices and to the detrimental effect these routinely have upon the physical, mental and emotional health of women (Carlen 1983; Hancock 1986; Genders & Player, 1987).

For many women, the task of adjusting to imprisonment is made more difficult as a consequence of separation from their children. Under current Victorian policy, provisions may be made for a child to live with his or her mother if this is deemed to be in the best interests of the child and is also consistent with prison security and management. However, for most women imprisonment entails separation from their children, and the welfare and future of their children remains a

source of constant anxiety throughout their incarceration. Women in prison commonly fear losing custody of their children, and in some cases, already have experience of this (Denton, 1994). For most, simply maintaining adequate contact with children is difficult.

The poor general health of women prisoners has also been identified as a source of concern. Denton found that many of the women entering Victorian prisons, for example, were in poor physical health and many had psychological problems resulting from earlier physical and sexual abuse and from substance use (Denton, 1994). Despite such findings, the adequacy of existing health services for women in prison has also been questioned by both inmates and independent researchers (See for example, Denton, 1994; George, 1995; Haining, 1996). Particular concerns have been raised in regard to the over-prescribing of drugs to women inmates (Haining, 1996; George, 1995; Genders & Player, 1987; Carlen, 1985). Both Australian and international researchers have found that prescription drugs are more likely to be administered to women prisoners than their male counterparts. It has also been acknowledged that these drugs are sometimes used by women with drug dependencies as substitutes for illicit drugs or as means of warding off the effects of withdrawal. In other cases, they are used by women who have no history of prior drug dependence and simply seek to alleviate stress (Denton, 1994; Haining 1996; George, 1995).

In 1992, the Drug Strategy for Victorian Prisons was introduced. In keeping with current prohibitionist drug policies, this strategy aims to establish a drug free prison system (Department of Justice, 1996). Under current policies, women who enter prison with an existing drug addiction are faced with the prospect of immediate withdrawal. Similarly, women on methadone programs prior to imprisonment are rapidly withdrawn if sentenced to a term of imprisonment longer than three months. Denton found that the lack of adequate drug treatment programs for women prisoners created an environment conducive to illicit drug taking and risky behaviour (Denton, 1994). Another consequence of current drug policies is that all women prisoners are subjected to a harsh and humiliating regime of surveillance which includes random and targeted urinalysis and strip searching.

The fact that the well-being of women is grievously affected by their experiences prior to and during imprisonment is borne out by studies which have found a high incidence of self-inflicted injury amongst women prison populations. High rates of suicide, attempted suicide and self-mutilation have been attributed to women inmates feelings of powerlessness, anxiety and depression (Fitzroy Legal Service, 1988;

Lloyd, 1995). A Review of Suicide and Suicide Attempts by Victorian Prisoners (Harding 1990) revealed that whilst women constituted only 6% of Victoria's prison population, they were involved in almost 50% of self-injurious incidents. The level of self-mutilation amongst Victoria's women inmates was described as `unusually high', and indeed as `distinctive', even in comparison to other female prison populations.

Release from prison and the months immediately following it have been recognized as traumatic and highly stressful for women (Eaton, 1992). The Women Prisoners and Offenders Advisory Committee (1991) reported that pre-release programs in Victoria had been designed to meet the needs of male rather than female prisoners. It identified the need for consistent, co-ordinated, women-orientated pre-release programs and for accessible and appropriate post-release services.

Subsequent research into the post-release experiences of women in Victoria has identified a range of ongoing concerns. These include: a lack of adequate reintegration programs and information for women prior to release; a lack of well resourced community agencies to assist women post-release; women's immediate lack of financial resources and subsequent difficulties in securing an adequate income; severe problems in gaining adequate and affordable accommodation; isolation and limited social support; ongoing problems in relation to child custody; discrimination, including on the part of some service providers, and especially in regard to women with a history of drug dependency (Robson & Nancarrow, 1995; Fabb, 1995).

Added to these procedural, structural and practical problems is the sheer difficulty of adjusting to a life free of imposed regulation and dependence. As one woman has put it:

> From a situation of imposed infantile dependence, rules and regulations covering every aspect of your life; what time you get up, how to make your bed, what time you eat breakfast, what time you're allowed out to exercise, being locked in your cell - a person is then let out and expected to cope immediately (Fitzroy Legal Service, 1988, p.36).

The ability of women to cope post-release is also often undermined by a profound sense of alienation and by the persistence and severity of problems which pre-dated their incarceration. The literature on women and imprisonment suggests that the problems associated with physical and sexual abuse, substance dependence and poor physical and mental health are rarely resolved in prison.

Setting Education and Training Standards for Women in Prison

Over the past thirty years, the education and training that women have traditionally received in prison has been criticized for promoting a narrow and conventional stereotype of women. Cooking, sewing and craftwork, laundering, gardening, personal hygiene and grooming have been identified by critics as mechanisms for the domestification of women who are perceived as unruly and deviant. Unlike their male counterparts, women have traditionally been denied access to vocational programs and this has reduced their abilities to gain meaningful employment upon release. Overall, women have been provided with less educational opportunities and have not been permitted to spend as much time in education and training programs as male prisoners (Rafter 1987, Hancock 1986, Shaw 1992).

The move towards benchmarking in education and training is clearly an attempt to redress such discriminatory practices. It assumes that equality is achieved when male and female prisoners receive access to the same education and training opportunities. Yet this assumption is debatable for it prevents the possibility that the recognition of difference may indeed be crucial to the achievement of equality. As Joan Scott has argued, the placing of equality and difference in antithetical relationship, has a double effect:

> It denies the way in which difference has long figured in political notions of equality and it suggests that sameness is the only ground on which equality can be claimed (Scott 1990, p.144).

In respect to the education and training of women in prison, it may well be argued that a model of equality which is based on sameness can itself result in discrimination. This is acknowledged in a Report to the Victorian Equal Opportunity Board on allegations of discrimination against women in Barwon Prison:

> There is still some perception that `special programmes' or treatment for women prisoners is unfair to men. This is not so, if women's special needs make them less able to comply with standard conditions or requirements....It is quite proper to make reasonable attempts to avoid discriminating (Rayner 1992, p.7).

Here, an alternative conception of equality is offered. It is based upon the recognition of difference, rather than an assumption of sameness. Within this conception of equality, comparability rather than identicality, becomes the linchpin.

It is clear from the preceding discussion that the gender specific circumstances, experiences and requirements of women prisoners, both individually and collectively, need to be taken into account when developing standards and formulating policies and practices in respect to education and training. Understanding and responding to gender specific issues requires that a range of voices be heard in the setting of standards. It is crucial that female offenders, their teachers and others who are concerned with their education and training be recognized as integral to this process. Their knowledge and experience is central to understanding the significance of gender and its implications for education and training. The process of standard setting should not be the sole domain of bureaucrats whose knowledge of the needs of women prisoners is limited and often driven by other agendas.

In conclusion, educational standards need to be framed taking into consideration the diversity and particular needs of specific groups, particularly women. Men and women's experiences of offending and incarceration differ significantly and an awareness of gender is crucial to identifying and developing education and training programs to meet their needs.

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Standards in the Design and Implementation of Programs for the Correctional Setting.

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Foreword

The paper will use the term facilitator to refer to the instructor. I view the facilitatorís role as one that draws out knowledge, in contrast to putting in, or the empty bucket theory of knowledge. It is similar to the Socratic method of teaching but with one difference - it includes teaching modes that provide modelling roles for the participants. Scheffler suggests that teaching "requires us to reveal our reasons to the student and, by doing so, to submit them to evaluation and criticism". (Scheffler, 1960, p.57) The teaching element places emphasis on a reasoned dialogue between two human beings.

References to emotions have been deliberately avoided for the purpose of argument and for the purpose of clarity. However, I believe that emotions play a significant role in educating. There is enough documented evidence to show that when meaningful learning takes place in an adult it can sometimes be a disturbing event and, almost shall I say, therapeutic. (Mezirow 1996) One only needs to read the ëheadyí works of Mezirow (with knowledge of its derivation from Habermass) and his transformational learning to believe that transforming meaning structures may, in fact, be a disturbing event.

Introduction

Programs in the correctional setting are designed for the purpose of the rehabilitation of the offender by changing their meaning structure. In the program settings the burden for addressing offending behaviour falls upon the offender. Too often the educating or learning process is, in one way, a vector moving from the one who knows to the one who needs to know. This paper will show that the only way to transform a meaning structure is by reflection and dialogue between offender and facilitator. However, a number of reasoning biases will have a negative impact on the establishment of dialogue in that facilitation process. Some authors even declare that these biases cannot be eliminated. If this is so, the paper calls for the minimization of the biases by the use of educational methodologies to give the

facilitator control over the number of learning events. The taxonomy of educational objectives by Bloom, et al. (1984) is suggested as a way of controlling the learning of cognitive behaviours and minimizing the biases. However this cannot be achieved without a model of delivery. The paper finally suggests the use of the transformational learning model of Mezirow.

Standards

There are two clear standards in program design and implementation, one explicit and the other implicit. Explicit standards are imposed from an external source. These standards are comparable to the competency-based standards prescribed by the VET focus on training. These standards

> have application when a skill or competence has to be acquired which is to be exercised in relation to a specific end or function or in accordance with the canons of some particular mode of thought, or practice (Peters, 1966, p.34).

The document titled "The Australian Vocational Certificate Training System" states

> essential aspects of a Competency Based Training (CBT) system are that delivery, assessment and certification of training should relate to the identification of, instruction in, and demonstrated attainment of the knowledge, skills and applications required for effective performance at the required level, as defined in competency standards (March 1992, p.24).

This quote clearly states the outcomes required of the standards. These explicit standards are usually prescribed in document form and, in the case of a Cognitive Skills program, as policy. The policy statement for therapeutic and personal development programs in Queensland prisons is Chapter 23. They are prescribed by the Queensland Corrective Services Commission (QCSC) as the minimum standards to be achieved in the development, implementation and evaluation of programs.

The second set of standards are more discrete. These are the implicit standards that are not explicitly prescribed but rather inferred through an ethical perspective. They are the standards that allow us to "lay out the various explicit and implicit positions on the principle of who or what really counts. It becomes an ethical consideration and weighing up of stakeholder attributes of power, legitimacy and urgency.î (Mitchell,. et al. 1997, p.853) These standards are generally

implied in policy and corporate goals such as the 1994 to 1998 QCSC Strategic Plan:

> to achieve a correctional environment in which the assessed needs of offenders can be met and in which offenders can correct their offending behaviour while subject to an appropriate degree of control which minimizes risk to the public, staff, and offenders (QCSC Strategic Plan, 1994).

Hence, the implicit standards, of any program designed to address offending behaviour, demands an ethical consideration of the stakeholders. However, the argument goes much further. The program design and implementation needs to incorporate best practice and professional knowledge to bring about the best possible solution, i.e., establishing a program that addresses offending behaviour for the benefit of all stakeholders. The same responsibility extends to the professionals who, as policy makers, program designers, and program facilitators need to apply the same ethical practice in their specific tasks. In the end the professionals have a responsibility to the stakeholders to use their skills and knowledge in assisting the offender to address his/her offending behaviour. This conflicts in some ways when the professionals belong to a professional body. The professional code of that body sometimes demands compliance which may, to some degree, deflect away from the other and more relevant stakeholders.

In his book Ethics and Education Peters (1966) analyzed the concept from a normative perspective and offered three criteria of educational processes:

> 1. that 'education' implies the transmission of what is worthwhile to those who become committed to it;
>
> 2. that 'education' must involve knowledge and understanding and must have some kind of cognitive perspective, which are not inert;
>
> 3. that 'education' at least rules out some procedures of transmission, on the grounds that they lack wittingness and voluntariness on the part of the learner (Peters, 1966, p.45).

Peters' analysis and criteria provide, at least, some deductive evidence that the concept of education carries an implicit standard. This implicit standard places a responsibility on the educator to transmit what is worth while. It means that the educator must rely on his/her professional expertise and judgement to bring about ëknowledge and

understanding and some kind of cognitive perspectiveí in the student. This paper will demonstrate how the use of current educational methodologies can assist to successfully transmit what is worth while - in the case of a Cognitive Skills program, thinking.

The facilitator as a decision maker

Langer (1993) believes that decision- making is irrational and argues that "processes that are most generally understood as leading decisions, such as weighting and integrating information in a cost benefit analysis may, in fact be post fact phenomena" (Langer, 1993, p.34). Langer continues:

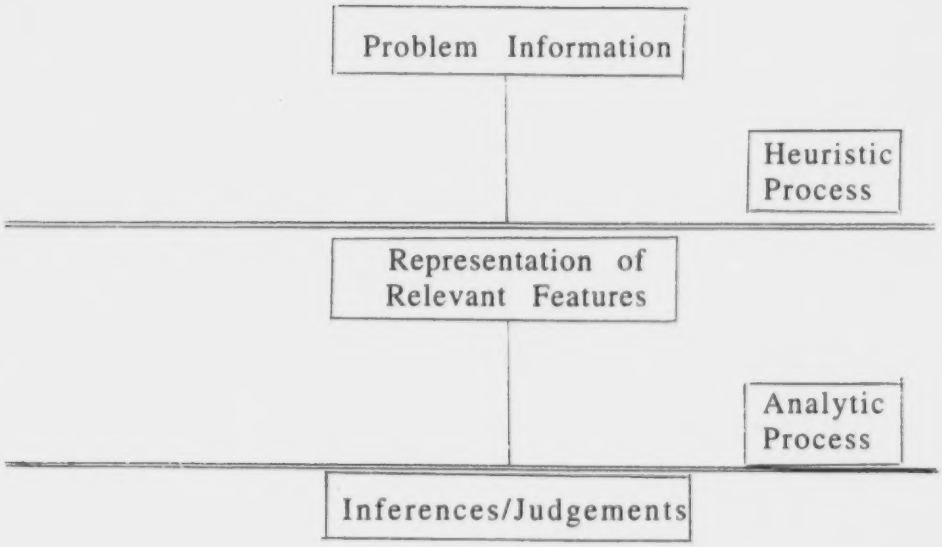
> information gathering is undertaken to make options that appear the same, look different. The information search ends when one reaches a cognitive commitment. Cognitive commitments are frozen or rigidly held beliefs that are unwittingly unmodulated by context. Once the cognitive commitment is reached, the choice follows mechanically, without calculation (Langer, 1993, p.34).

Decision-making for Langer (1993) can be divided into passive deciding and active deciding. Passive deciding is choosing from previously determined options and active deciding, which also incorporates passive deciding, consists of creating and modifying options, and selecting from these options (Langer, 1993, p.35). The active decider will explore more alternatives that suggest new dimensions for comparison and this allows for the development of self -knowledge.

When facilitators search their memory banks for relevant alternatives they are making passive decisions. Langer would expect them to consider more alternatives. What Langer proposes is a creative process whereby each decision-making event is new and active with all parties in the process having an equal influence on the outcome. If we consider the importance of modelling in the learning process then it becomes the role of the facilitator to be an active decider and act as a model in the learning process.

Another approach to decision-making derives from the perspectives of heuristics and human reasoning bias as demonstrated in the works of Evans (1984; 1989; 1993) and Kahneman and Tversky (1973; 1979; 1982)

Figure 1 The two stage reasoning process (Evans 1984) The heuristic process, in the Evans model, takes place before any analytical process is activated.



Evans and Kahneman and Tversky approach heuristics from different models. Evans suggests 'that biases in reasoning tasks of all kinds are principally attributable to selective processing of the problem information.' (1989, p.15) This selection takes place in the heuristic, or pre-attentive, stage of reasoning (see figure 1) that iis responsible for representing the psychologically relevant features of the problem. 'Errors in the relevance judgement will bias the outcome of subsequent reasoning, no matter how soundly based it may be in itself.' (Evans, 1984, p.451)

It is important to distinguish between the term heuristic used by Evans and same term used by Kahneman and Tversky. Evans believes that reasoning proceeds in two stages, the heuristic and then the analytic. The heuristic stage is the stage where information is identified as "relevant and selected for further processing. The analytic stage is where inferences are drawn from the selected information." (Evans, 1989, p.25) The heuristic stage is the stage, which determines what the subjects will think about. Kahneman and Tversky's refer to heuristics as a method of drawing inferences and is identical to Evans' analytic stage.

Biases That Impact on the Delivery of Programs

A substantial number of biases impact on the delivery of programs. Table 1 (see appendix) provides a number of them for reference. However, for the purpose of argument only two will be presented in

detail to show how they impact on the transmission of what is worthwhile. The first bias is termed the confirmation bias.

Baron (1985, cited in Evans, 1989, p.41) identified the confirmation bias 'as one of the central problems to be overcome in the attempt to facilitate the use of rational strategies in human thought.' Evans continues:

> Humans have a fundamental tendency to seek information consistent with their current beliefs, theories or hypothesis and to avoid the collection of potentially falsifying evidence. In social cognition, confirmation bias may be seen as a major mechanism responsible for the maintenance of prejudice, irrational beliefs and ... cognitive failures (Evans, 1989, p.41).

> Subjects confirm, not because they want to, but because they cannot think of a way to falsify. The cognitive failure is caused by a form of selecting processing which is very fundamental indeed in cognition - a bias to think about positive information rather than negative information. The general view is, amongst psychologists and educationalists interested in the problem appears to be, that it is possible to teach critical thinking skills. However evidence casts doubt upon this assumption (Evans, 1989, p.114).

This bias, according to Evans, challenges the structural principle of any Cognitive Skills program, that is, it is possible to teach critical thinking skills.

The confirmation bias states that human beings ìhave a tendency to seek information consistent with their current beliefs, theories or hypotheses and to avoid the collection of potentially falsifying evidenceî. (Evans, 1989, p.41) Evans continues to express a warning that impacts on designers and instructors of programs:

> ...subjects fail to discover general rules when required actively to seek relevant evidence because they adopt strategies designed to confirm rather than refute their hypotheses (Evans, 1989, p.41).

There is research to support the proposition that people search for confirming, rather than disconfirming, evidence. (Wason 1960; 1968a; 1968b; Evans 1993) This search for confirmation impacts directly on the delivery of programs like Cognitive Skills which rely on the verbal instruction medium of delivery Evans believes that any ìteaching of critical thinking skills by verbal means will be largely ineffectiveî. (1989, p.114) If we accept Evans' belief then it becomes difficult to

countenance how any education takes place. Perhaps modelling and the social learning approach of Vygotsky may be the solution. Perhaps education is transmitted through socialization and not through the verbal medium.

There are several other biases that will have a negative impact on the cognition of the facilitator. However, if it is possible for the facilitator to control them they might become valuable instruments for monitoring a learnerís stage and provide clues and paths in questioning and maneuvering. Several of the biases are offered in the Table 1 in the appendix. The biases are based on the heuristics research of Kahneman and Tversky (1972; 1973; 1979; 1982). Heuristic, in this sense, is the method of drawing inferences at the Evans analytic and not the pre-attentive stage. The prime assumption in this paper is that these biases are possible to manage in an instructional setting. If there is a real possibility of them affecting successful learning outcomes, and there is no reason to believe the contrary, then it becomes the responsibility of the facilitator, to overcome the pitfalls in their reasoning.

Another bias that directly impacts on the delivery of programs is the framing of choices. Correctional programs sometimes refer to offenders as being impulsive. The term has a negative weight or negative frame. However, when we look for a synonym we find the word 'spontaneous'. It has a comparable meaning but a positive frame. The word 'impulsive' carries a bias that may affect the delivery of the proposed material. In the delivery of programs in the correctional environment we sometimes rely too heavily on the word (with all its hidden and weighted meanings) and not enough on the concept.

Bazerman (1998) describes how negatively framed choices bring out risk-seeking behaviour whereas others that are positively framed are risk averse. His basis for this argument derives from the prospect theory of decision-making.

> This theory identifies a systematic pattern of how framing of the problem causes a decision-making behaviour to deviate from both expected-value and expected-utility theory (Bazerman; 1998, p.50).

Being impulsive, and not spontaneous, has a negative impact on the decision-making process. When the framing combines with the relevant confirmation bias the problem would seem to compound. Telling an inmate to make a spontaneous decision rather than an impulsive one creates a different impact. If we ask the inmate a question with the knowledge that he/she is impulsive then we probe

for confirmatory evidence that fits the frame. If we ask the same question with the knowledge that he/she is spontaneous then we have a different reaction from the inmate and a different reception on the facilitatorís part. Knowledge of framing will, therefore, improve the delivery of programs - both in the actual delivery and in sourcing relevant and appropriate information from the learner.

Evans (1989, p 114) suggests that the confirmation bias makes it nigh impossible to rely on verbal instruction. If this is so, what is the place and function of a teacher or facilitator in a program?

What I propose is to use Quality Assurance theory and minimise the harm by reducing variability - if we reduce variability we improve quality (standards). The implication that follows is that many systematic errors will be reduced, which in turn will improve the program standard. I will suggest that Education methodology and technologies (not necessarily of the information technology type) should be used at the program design stage to reduce any variability. What follows is that in the delivery of any program the responsibility falls on the facilitator to reduce variability by using the appropriate techniques. In the next section I will discuss how the problems created by bias pitfalls can be minimised by using an education model. If programs are pre-planned using sound educational methods at the design stage then some reduction in variability may occur and this consequently establishes some control over the program material. The consequence of this is that the reduction in variability will improve standards. I suggest the use of the taxonomy of educational objectives of Bloom, et al. (1984) by both the designer and the facilitator to control the facilitation of the cognitive behaviours.

Addressing the Problems Identified and Establishing Standards

Programs to offenders contain the two elements of declarative and procedural knowledge. The declarative knowledge is usually delivered in the form of concepts and they are the building blocks to a program like Cognitive Skills. To facilitate their acquisition it is necessary that these concepts be clearly outlined and developed at the program design stage. When preparing concept definition I propose that the program designer provide clear criteria for each concept. If a program facilitator is to facilitate the meaningful learning of the concept ëthinkí in the deBono stop and think tool then the designer has a choice of two approaches. Firstly, do nothing and leave it for the facilitator, to weave some magic, and hope that he/she will expand the concept during the program (and allow biases to take their effect). Secondly, the designer can set out the criteria or attributes for the

concept ëthinkí that can be understood, translated and measured in a simple and efficient manner by the facilitator. Bedell and Lennox (1997) do this by breaking down the term think to the five categories:

a. Want ,
b. Expectation,
c. Comparison,
d. Description,
e. Evaluation.

This eliminates any misunderstanding of the concept think in its facilitation. It also gives the facilitator some assistance in framing directions, for example, ëwhat did you want when you stole that money? 'Did you expect to get away with it?' etc.. This should eliminate some framing pitfalls. This is not what the standard of education demands but:

1. it assists in the verbal learning medium at the knowledge or data level;
2. it provides a clear guideline for the facilitator to implement educational strategies; and,
3. it sets up performance indicators to measure learning objectives and outcomes.

It means that a program like Cognitive Skills, that is considered to be a standardised program across the state, has some consistency in the learning objectives between different centres and reduces some variability in bias and framing errors.

During the implementation of the program the facilitator can use specific educational methodology to teach the concept. This means that the facilitator gains some control over educational events in the cognitive domain. This will, in turn, reduce some bias and consequently improve standards. Bloom, et al. (1984) organised the behavioural objectives into cognitive behaviours, affective behaviours, and psychomotor behaviours. (Borich 1996) (see figure 2 in the appendix). Bloom, et al. (1984) categorised the cognitive behavioural objectives according to six levels of cognitive complexity (knowledge, comprehension, application, analysis, synthesis, and evaluation).

> The higher level objectives include, and are dependent upon, the lower level cognitive skills. Therefore the objectives of evaluative skills are presumed to require more complex mental operations - higher cognitive skills than objectives at the knowledge level (Borich, 1996, p. 150).

The higher cognitive skills are also closer to the real world than the lower ones that can be taught by pencil and paper. Table 2 (see Appendix) gives an outline of action verbs that describe learning outcomes at each of the six cognitive domain levels. This table gives the designer and the facilitator tools to assess and evaluate the program and the ability to gain some control in the facilitation of events. The hierarchical nature of the objectives also allows the designer and the facilitator a structure on which to build a program from its foundation.

The question that remains is whether or not using the taxonomy eliminates bias. Fischoff (1982) provides procedures for debiasing judgements.

> He (Fischoff) proposes four strategies that reflect increasing ease of perfecting decision-making 1) warning about the possibility of bias, 2) describing the direction of the bias, 3) providing a dose of feedback; 4) offering an extended program of training with feedback, coaching and whatever else it takes to improve judgement (Bazerman,1998, p.168).

However in the hindsight bias (see Table 2). Fischoff (1977) has demonstrated:

> that when biases are explicitly described to participants and they are asked to avoid the bias, the bias remains (Bazerman, 1998, p.168).

Research on the overconfidence bias:

> has found that intensive, personalised feedback is only moderately successful in improving judgement (Bazerman, 1998, p.168).

Bazerman (1998) believes that debiasing is a difficult process that must be guided by a psychological framework for changing. Changing bias is difficult. Evans (1989) states that the bias commences in the pre-attentive level and this presents difficulties in attempting to facilitate change. Bazerman (1998) claims that neither experience nor expertise improves decision-making. Tversky and Kahneman (1986) believe that biases cannot be corrected in the real world.

The paper will accept the findings that bias cannot be eradicated. Bias in the facilitator must be reduced using extrinsic tools at the design stage to control learning behaviour objectives in program facilitation. If the material is left till the delivery stage then we allow the risk of

bias to take effect. The use of a tool like the taxonomy of Bloom et al, while not eliminating biases, will result in their minimisation. Methods like Blooms taxonomy of educational objectives (Table 2 in the Appendix) can be used to spell out behavioural objectives clearly and unambiguously.

Can we deny that the teaching of thinking is a worthwhile activity. The arguments for, and the propagation of, the Cognitive Skills program demonstrate that there is something worth while that needs to be transmitted. We can agree that thinking is a worth while activity and that it is worth while teaching thinking to offenders. However, the question is how can we do it? Obviously the bias pitfalls discussed earlier will impact on the program and on any successful outcome. If it is possible to minimise the effect of bias then we can build a model by which to teach thinking.

Evans would consider that teaching thinking is a futile exercise and certainly the arguments presented might suggest that it is perhaps nigh impossible. However, there are significant educational models that might assist in successfully achieving the desired outcomes. Firstly, we must accept Langer's argument on active deciding. In a program to address offending behaviour like Cognitive Skills, the facilitator is attempting to change inmates thinking patterns. In actual fact the facilitator is trying to establish new ways of thinking. This is synonymous with asking the inmate to be creative and think of new alternatives in the decision-making process. We are asking them to be active deciders. It then becomes the responsibility of the facilitator and teacher to transmit that active deciding by dialogue.

This parallels the thoughts of Freire and Mezirow in their work on educating adults. Freire's work with the oppressed and his ideas are a fertile ground to develop critical thinking as a meaningful learning outcome. Freire writes on critical thinking, its development and its relationship with education.

> Only dialogue, which requires critical thinking, is also capable of generating critical thinking (Freire, 1972, p. 65)

The dialogue that he refers to is similar to the active deciding of Langer (1993).

Mezirow can offer a facilitator and a program developer a great deal of assistance in the design and implementation of programs. His approach expands on the theories of Freire and Habermass and offers ways in which the theory might be applied to the transformation of an adultís frame of reference or meaning structure and its two

components; meaning perspectives and meaning schemes. He states that the meaning perspectives ìform a series of assumptions that allow past experience to assimilate and transform and interpret new experience (Mezirow, 1991, p.42). These perspectives:

> ...act as perceptual and conceptual codes to form, limit, and distort how we think, believe, feel, and how, when and why we learn (Mezirow, 1991, p.34).

In the attempt to deliver material using the passive deciding of Langer the meaning structures of both the facilitator and participant collide. It becomes two colliding confirmation biases that have a negative impact on the generation of learning. The facilitator has a meaning structure of the inmate's pathology and the inmate has an investment in his perspective. The problem is: How is it possible to create a learning environment and transmit what is worthwhile? The inmate being in secure custody has an extra investment, survival in a hostile environment. The question that Mezirow would want us to consider is how to transform the meaning structures of both parties? Mezirow would suggest that the facilitator and inmate become critically reflective of their assumptions and investigate the grounds for their beliefs...and establish a dialogue (Mezirow 1996, p.10). This is tantamount to the active deciding of Langer. Mezirow continues:

> that we reflect on the unexamined assumptions of our beliefs when the beliefs are not working well for us, or where old ways of thinking are no longer functional. We are confronted with a disorientating dilemma which serves as a trigger for reflection (1994, p.223).

This should take place when delivering programs. Far too often the responsibility for learning is thrown upon the participant. This is perhaps due to a bias in the framing of the term ëlearningí itself and its thrust from teacher towards the learner. There is an inherent bias in the literature towards an outward delivery of information. The frame is from the transmitter / receiver model. This indirectly impacts on the transmission of education. Freire supplies a possible solution - dialogue

> Without dialogue there is no communication, and without communication there can be no true education. Education which is able to resolve the contradiction between teacher and student takes place in a situation in which both address their act of cognition to the object by which they are mediated (Freire, 1972, p.65).

> Authentic education is not carried on by A for B or by A about B but rather by A with B, mediated by the world - a world which impresses and challenges both parties, giving rise to views or opinions about it. These views impregnated with anxieties, doubts, hopes, or hopelessness, imply significant themes on the basis of which the program content of education can be built (Freire, 1972, p.66).

> Many educational plans have failed because their authors designed them according to their personal views of reality, never once taking into account (except as mere objects of their actions) the men in a situation towards whom their program was ostensibly directed (Freire, 1972, p.66)

Conclusion

Implicit standards exist in the concept of education. These standards should be considered in the design, implementation and evaluation of programs. Program designers need to take into account possible reasoning biases that may impact on meaning learning. It has been shown that these biases may be managed using the appropriate methodologies like the taxonomy of Bloom, et al. (1984), in the design stage. The facilitator, on the other hand, needs to develop skills in the instructional aspects of program delivery. It was also suggested that if the facilitator is aware of the biases then he/she might use them as a tool for monitoring the progress of the participants. Finally the transformational process of Mezirow would assist the facilitator with a model whereby the assumptions and biases of both learner and teacher are transformed through dialogue, communication and active deciding.

The responsibility for the creation of standards in programs in the correctional setting falls upon those who design, implement and evaluate programs. The improvement of these standards will impact on the rehabilitation of offenders. This will meet the needs of the stakeholders and, in turn, society by initiating the inmate into what is considered worth-while.

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Appendix

Table 1 Summary of thirteen biases presented by Max Bazerman (Bazerman, 1998, p. 39).

	Bias	Description
	Biases Emanating From the Availability Heuristic (Tversky & Kahneman, 1973)	
1	Ease of Recall (Tversky & Kahneman, 1974)	Individuals judge events that are more easily recalled from memory, based on vividness or recency, to be more numerous than events of equal frequency whose instances are less easily recalled.
2	Retrievability (Tversky & Kahneman, 1983)	Individuals are biased in their assessments of the frequency of events based on how their memory structures affect the search process.
3	Presumed associations (Chapman & Chapman, 1967)	Individuals tend to overestimate the probability of two events co-occurring based on the number of similar associations that are easily recalled whether from experience or social influence.
	Biases emanating from the representativeness heuristic (Nisbett & Ross, 1980)	
4	Insensitivity to base rates (Kahneman & Tversky, 1972, 1973)	Individuals tend to ignore base rates in assessing the likelihood of events when any other descriptive information is provided - even if it is irrelevant.
5	Insensitivity to sample size (Tversky & Kahneman, *1974)*	Individuals frequency fail to appreciate the role of sample size in assessing the reliability of sample information
6	Misconception of chance (Tversky & Kahneman, 1974)	Individuals expect that a sequence of data generated by a random process will look "random" even when the sequence is too short for those expectations to be statistically valid.
7	Regression to the mean (Tversky & Kahneman, 1973)	Individuals tend to ignore the fact that extreme events tend to regress to the mean on subsequent trials
8	The conjunction fallacy (Tversky & Kahneman, 1983)	Individuals falsely judge that conjunctions (two events co-occurring) are more probable than a more global set of occurrences of which the conjunction is a subset
	Biases Emanating from Anchoring and Adjustment (Slovic & Lichtenstein, 1971)	
9	Insufficient anchor adjustments (Tversky & Kahneman, 1973)	Individuals make estimates for values based upon an initial value (derived from past events, random assignment, or whatever information is available) and typically make insufficient adjustments from that anchor when establishing a final value.
10	Conjunctive and disjunctive events bias (Kahneman & Tversky, 1974)	Individuals exhibit a bias toward overestimating the probability of conjunctive events and underestimating the probability of disjunctive events.
11	Overconfidence (Tversky & Kahneman, 1974)	Individuals tend be overconfident of the infallibility of their judgements when answering moderately difficult questions
	More General Biases	
12	Confirmation trap (Einhorn & Hogarth, 1978)	Individuals tend to seek confirmatory information for what they think is true and neglect the search for disconfirmatory evidence.
13	Hindsight and the curse of knowledge (Tversky & Kahneman, 1974)	After finding out whether or not an event occurred, individuals tend to overestimate the degree to which they would have predicted the correct outcome. Furthermore, individuals fail to ignore information they possess that others do not when predicting others' behaviour.

Table 2 Cognitive Domain behavioural objectives (Bloom et al 1984, cited in Borich 1996, pp.150 – 153)

Knowledge • To remember or recall information • Facts, terminology, problem solving strategies, and rules			
Define	List	Recall	Describe
Match	Recite	Identify	Name
Select	Label	Outline	State
Comprehension • Change a form of communication • Restate what has been read, see connections, draw conclusions			
Convert	Estimate	Infer	Defend
Explain	Paraphrase	Discriminate	Extend
Predict	Distinguish	Generate	Summarize
Application • Application of previously acquired information			
Change	Modify	Relate	Compute
Operate	Solve	Demonstrate	Organise
Transfer	Develop	Prepare	Use
Analysis • Identify logical errors • Differentiate among facts and opinions, assumptions hypotheses and conclusions.			
Break down	Distinguish	Point out	Deduce
Illustrate	Relate	Diagram	Infer
Separate out	Differentiate	Outline	Subdivide
Synthesis • To solve unfamiliar problems in a unique way			
Categorise	Create	Formulate	Compile
Design	Predict	Devise	Produce
Evaluate • Required to form judgements and make decisions about the value of methods, ideas, or people • Required to provide reasons			
Appraise	Criticise	Justify	Compare
Defend	Support	Contrast	Validate

Tougher Criminal Legislation Means Prison Overcrowding: The End of the Road for Prisons as Agents for Rehabilitation

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Contemporary responses to the notion of advancing a 'sense' of criminal justice through tougher penalties and longer prison sentences has led to a crisis for correctional administrators. The crisis is prison overcrowding. While there have been many explanations about overcrowded prison occupancy levels; politically motivated initiatives based on social concerns that are at best ill-informed, appears the main instigator for this problem. Januszyk (1997) argues that people, police, politicians, and the media know very little of what really happens in prison. Yet, the justification for administering tougher prison sentences has major implications for correctional administrators and program providers alike. Often charged with the responsibility of 'rehabilitating' prisoners, so as they can return to and function in society free of the temptation or will to commit further crime, overcrowded prisons places additional and more demanding expectations on prison program providers. This paper presents details about the problems associated with prison overcrowding for prisoners and how this can impact on service providers. The paper also suggests some strategies to address these problems.

In 1880 the Comptroller General of News South Wales expressed concern about prison overcrowding ìwhich was in every sense destructive of the first principles of prison treatment' (cited in Cullen, B., Dowding, M., & Griffin, J., 1989, p.5). Appreciating that this was said over 100 years ago; evidence suggests that prison overcrowding remains a significant problem for contemporary correctional administrators both nationally and internationally.

Historically, in Australia prison overcrowding was attributed to the impact of transportation and the various social issues associated with a developing nation. However, current explanations about reasons for, and problems with, prison overcrowding are more varied.

There is an abundance of academic literature purporting explanations as to the reasons for prison overcrowding. Kinkade, Leone and Semond (1995) argue that the ìget-tough' criminal justice philosophy has significantly increased prisoner numbers, and that changes in

imprisonment policies arose from public dissatisfaction about sentencing. In 1995 and 1996, the Northern Territory and New South Wales governments advanced ìtruth in sentencing' policies. Simply put, this means if an individual is sentenced to two years imprisonment, they "do" two years in prison. In 1997, Queensland adopted longer sentences for various offences with limited opportunities for early release options. While these changes have been politically motivated based on public perceptions about sentencing, Daly (1995) and Fox (1997) argue that sensationalised media tactics have contributed significantly to the publicís imagination about criminal activities in Australia. Daly (1995) writes:

By framing crime and 'the criminalsí in individualist and crisis-oriented terms, media filtered knowledge contributes to a punitive law-and-order response to crime by policy makers who see in 'the crime issueí a way to capitalise on their pupularity, future election, or continued time in office (p.6).

Other universal explanations for prison overcrowding have included increased crime rates, unemployment, and an overall increases in the population (Fox, 1995; Pontell & Welsh, 1994).

It is interesting to note that Australia no longer monitors national prisoner number trends in a formal process (personal communication, Secretary, Secretariat for Correctional Administrator, Attorneyís General Department. February, 1998). However, figures that have been produced in the 1990 National Prisoner Census and 1997 Report of the Secretariat for Correctional Administrators show that Australian prisoner numbers are increasing.

Although it has been argued that increases in Australian prisoner numbers are not as significant as some overseas locations, the fact remains that local prisoner numbers are increasing (Psaila, 1987; Satjanshu & Neuhaus, 1990). Certainly, comparing Australiaís prisoner numbers to international figures is problematic in light of differing philosophies about crime, varied criminal justice practices, and differing sentencing policies. However, it is timely to appreciate those issues regarding overcrowded prisons that are occurring internationally, in order to foster a pro-active policy in dealing with not only increasing prisoner numbers, but also regular fluctuations in prisoner populations.

Table 1 outlines the aggregate average prisoner numbers in the Australian states and Territories from the 1990 National Prisoner Census compared to the 1997 Secretariat Report to the Attorney General from Australian correctional administrators.

Table 1
Australian Prisoner Populations - National Aggregate Averages

State/Territory	1990	1997	Increase
ACT	19	67	+ 48
NSW	5981	6291	+ 310
NT	410	467	+ 57
QLD	2195	3122	+ 927
SA	883	1403	+ 520
TAS	227	267	+ 40
VIC	2191	2432	+ 241
WA	1621	2237	+ 616
TOTAL	13,527	16,286	2,759

Issues about prison overcrowding and prison conditions have been identified, acknowledged, researched and reported on since the emergence of the study of penology. Englishman, John Howard (1726-1800) in his seminal work 'The State of Prisonsí discovered prisoner exploitation, disease and brutality throughout British and European prisons in the early 18th century. Adwell (1991) reporting on American prisons observed:

Any practitioner who has viewed or been responsible for the management of an open housing unit can strongly attest to the excessive noise level, lack of privacy, and threat to basic human dignity inherent in such an arrangement (p.65).

Lester (1990) argues that atrocious conditions similar to Howardís 18th century findings prevail in some Western nations, and Vass (1990) reports that correctional administrators struggle to deal with the implications associated with prison overcrowding.

Effects of overcrowding on prisoners.

There is an abundance of research examining the effects overcrowding has on prisoners. This research has focussed on both physical and mental health and prisoner behaviour.

Heidensohn and Farrel (1991) and Sieh (1989) established positive correlations between prison overcrowding and violence. This violence was demonstrated through assaults on other prisoners and staff, riots and breach violations. It is interesting to note that Queensland and Victoria have experienced major incidents of this nature in the past twelve months.

Overcrowding in prisons has contributed to problems concerning hygiene, sanitation and the control of communicable diseases (Adwell, 1991; Sieh, 1989). Australian prisons have witnessed an increase in the occurrence of the hepatitis strands and are ever aware of the implications associated with HIV amongst prisoners.

Many researchers have also identified prisoner stress in overcrowded conditions. Increased blood pressure for prisoners in overcrowded institutions according to Jones (1976) prevails. This impacts on their mental health and in some instances induces psychological disorders. Research clearly shows overcrowded prisons positively correlates with prisoner problems in the areas of:

Psychological disorders (including stress, depression, aggression)
Erratic behaviour
Inmate and staff assaults
Polarisation and the emergence of gangs
Suicidal tendencies

Walter (1994) has argued that due to lack of funds and increased service demands many of the activities and services available to prisoners in overcrowded locations have been cut-back or eliminated. The trends and problems arising from overcrowded prisons can place some correctional administrators in a precarious legal situation in respect of prisoner rights, vicarious liability, and duty of care (Ruback, and Carr, 1993).

Effects of prison overcrowding on staff

Research shows that the impact of overcrowding has negative influences on institutional staff including; correctional officers, administration personnel, and specialist program providers. Some of these effects include:

Increased attacks on staff by inmates
Increased attacks on inmates by staff
Increased pressure to maintain security
Staff numbers do not increase in respect of inmate number increases
Decreased morale
Increased demands in the workplace
Indifference and apathy to work requirements
Decreased resources and support
(Jones, 1976;Kinkade et.al, 1995; McCarthy,1992).

The many variables that can impact on the successful administration and operations in an overcrowded prison affect the prisoners,

correctional officers, and specialist service providers. Overcrowding costs money and typically, under the notion of cost effectiveness and economic rationalism many services to prisoners are withdrawn or significantly reduced by correctional administrators as a cost saving measure. It can be argued that these cost-cutting practices are financially greater on correctional administrators, as a result of eliminating or diminishing programs and personnel.

A case for advancing programs in overcrowded prisons

Investigating violent acts and activity levels in prisons Scraton, Sim and Skidmore (1991) found that increased activity and recreational programs reduce the frequency of violent behaviour in that they provide an outlet for the pressures associated with prison life. Rideau (1994) argued that recreational activities enhance prisoner self esteem by providing a process for personal achievement.

Education and skill training programs have been known to decreasing recidivism and prisoner tension by:

Increasing prisoner self-esteem
Providing an avenue for successful integration into the community
Providing viable options for work as opposed to criminal activity
Enhances prisoner thinking and moral reasoning
Occupies prisonerís time ñ gives them something to do
Allows for individual expression and ideas outside rigours or prison operations
(Fox, 1998; Rideau, 1994; Koehler and Lindner, 1994).

The value of advancing programs to prisoners in a crowded environment is associated with the notions of prisoner welfare and compliance. Moreover, if the prisoners are occupied and committed to such programs their demands and association with some prison personnel decreases. However, appreciating that many correctional administrators are more akin to reduce funds and activities, there are some strategies that service providers can introduce to overcome those problems aligned to increased demand and limited or diminishing resources.

Certainly, the characteristics and history associated with some prisoners plays a major role in the viability of some of these suggestions.

Suggested strategies for service provision in overcrowded prisons

Flexible delivery options in education.

Production of learning manuals which allows prisoners to work independently
Peer assisted learning
Variance in classroom delivery styles whole group/small group/independent
Use of AV/Learning programs via television or tapes
Self directed learning plans
Prisoner contribution to learning curriculum
Training and use of volunteers
Options for specialist service delivery
Small groups
Peer assistance
Utilisation of other appropriate staff
Greater use of relevant assessment packages
Teamwork approaches

There is no easy formula in working with prisoners. Typically prisoners are indifferent to their situation and hostile toward any notion of assistance while incarcerated. Service providers must remember successes in such an environment take time; which means patience, understanding and commitment are fundamental skills required by all service providers.

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Joint DCS/TAFE NSW Strategic Plan for TAFE NSW Provision for Aboriginal Inmates

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Workshop Outline
Introduction - Gloria Provest/Brian Noad
Background Issues - Gloria Provest
Consultation process -Gloria Provest/Brian Noad
Positive actions/outcomes - Chris Sylva
Discussion and questions

Introduction

At its June, 1995 meeting the TAFE/DCS Steering Committee, which oversights TAFE provision in correctional centres, endorsed a DCS proposal for the development of a joint strategic plan for TAFE provision to Aboriginal inmates. An inter-departmental group, the Aboriginal Inmate Education Working Party (AIEWP), was established to provide coordination and to ensure wide consultation with Aboriginal stakeholders.

The Working Party is presently comprised of representatives from the Department of Education and Training Aboriginal Programs Unit, Access Educational Services Division TAFE NSW, DCS Adult Education & Vocational Training Institute (AEVTI) and the DCS Indigenous Services Unit.

The TAFE/DCS Strategic Plan for TAFE NSW Provision for Aboriginal Inmates was developed within the framework of the DCS/TAFE NSW Memorandum of Understanding which outlines the arrangements for all TAFE provision in correctional centres. It is based on a project and report developed for TAFE NSW by Kevin Bates entitled Guidelines for the Coordination and Implementation of TAFE NSW Provision for Aboriginal and Torres Strait Islander Inmates and on recommendations from the August, 1995 statewide workshop of representatives from TAFE and DCS staff. Statewide consultations on the draft TAFE/DCS Strategic Plan were held with staff in DCS regions and TAFE institutes, and with correctional centre Aboriginal Inmate Committees.

Background issues

Profile of Aboriginal inmates in NSW correctional centres

The over-representation of Aboriginal people in the NSW prison system has been extensively documented since the early 1980s. Aboriginal people are imprisoned at rates, depending on location, 17 to 18 time higher than non-Aboriginals.

Despite the recommendations of the Royal Commission into Aboriginal Deaths in Custody for more non-custodial sentences, Aboriginal people in NSW continue to be incarcerated at greater rates than non-Aboriginal people.

In June, 1995 the numbers of Aboriginal and Torres Strait Islander people in full-time custody was 831 men and 57 women. This represented 11.5% of the total inmates population. Aboriginal people comprise less than 2% of the NSW population.

The number and percentage of Aboriginal and Torres Strait Islander women in custody has increased significantly over the last ten years. In June 1984 there were 8 Aboriginal and Torres Strait Islander women in custody which represented 3.3% of the total of Aboriginal and Torres Strait Islander inmate population and approximately 5% of the total number of women in custody. In June, 1994 there were 63 women in custody which represented 7.6% of the total number of Aboriginal or Torres Strait Islander inmate population, and around 19% of the total number of women in custody.

Education participation by Aboriginal people

In 1981 a study by Gorta, Hunter and Gordon Aborigines: Treatment in Prison, showed that the participation rate of Aboriginal people in NSW correctional centre education program was approximately 20%. Figures

from the Department of Corrective Services for the 1994/1995 financial year indicate that on average, 62% of Aboriginal inmates are enrolled in education courses, which is above the average enrolment for the total inmate population.

Issues affecting education participation by Aboriginal people

The following issues have a significant impact on the participation by Aboriginal inmates in vocation education and training.

The strategic plan seeks to address these:

Consultation

Proper consultation and negotiation between the relevant TAFE and DCS staff and Aboriginal inmates is of paramount importance. The aspirations of Aboriginal inmates need to be seriously considered in the planning, development and delivery of education courses to ensure the extensive involvement of Aboriginal inmates in correctional centre education.

Health Issues

Relevant educational staff from both TAFE NSW and DCS need to be aware that the health status of Aboriginal inmates, for example, hearing loss through otitis media, may affect their participation in education courses.

Staff Development

The provision of culturally appropriate staff development for TAFE Aboriginal and non-Aboriginal teachers is an essential part of the strategy to improve TAFE provision to inmates. This is a particular issue for part-time teachers in TAFE. ^pCoordination
Adequate provision for the coordination of programs is important in ensuring proper consultation and in creating the conditions for successful outcomes.

Flexible Delivery

Given the movement of inmates within the correctional system, flexible delivery, including mixed mode, is an important aspect of facilitating access to TAFE provision for the maximum number of Aboriginal inmates.

Classification

In order to move through the system, all inmates need to meet the various requirements of the classification system. It is important that the classification system takes into account the cultural and educational requirements of Aboriginal inmates.

Resources

The capacity to deliver comprehensive course provision depends heavily on human, financial and material resources. Particular issues for outlying correctional centres are travel costs, especially for part-time teachers.

Financial Incentives

The socio-economic position faced by most Aboriginal inmates and their families means that financial incentives are important to encourage greater participation in education.

Structured Day

The structured day, which emphasises equal provision of inmate training, work and education programs and custodial care, provides the potential for increased Aboriginal participation in education programs. the DCS Operational Agreements vary between each correctional centre and need to include strategies and structures which address the educational needs of Aboriginal inmates.

Length of sentence

The educational needs of Aboriginal inmates with both short and long sentences need to be addressed, through, for example, the creation of multiple entry and exit points, increased modularisation of courses and greater recognition of prior learning.

Integration

Aboriginal and inmate educational needs must be integrated at the planning and delivery stages with services provided by the Department of Corrective Services Psychologists, Drug and Alcohol Workers and Welfare Officers.

Aim

The aim of the Strategic Plan is to establish responsibilities, objectives, strategies and clearly defined outcomes to ensure the quality of TAFE NSW provision to Aboriginal inmates.

Principles

The Strategic Plan has been developed to achieve the principles submitted by DCS and adopted by the TAFE/DCS Steering Committee to underpin TAFE NSW provision to Aboriginal inmates. These principles are:

The design and delivery of education and training courses must be directly related to a program of self-determination.

The design and delivery of courses must contribute to basic survival in the community.

The design and delivery of courses will allow Aboriginal inmates to make a contribution to their communities.

The design and delivery of courses will contribute to economic self-sufficiency and to the effective conduct of Aboriginal community organisations.

The relevant policies of the Commonwealth, the Australian National Training Authority, the recommendations of the Royal Commission into Aboriginal Deaths in Custody, TAFE NSW and the NSW Department of Corrective Services have informed the development of this Strategic Plan.

Processes in putting the plan together

Statement of Problem

This included research into the target group, clients needs and requirements. It aimed to give a beginning understanding of the task in hand.

Task Analysis

This established a working philosophy; this was to be based on an attitude of consultation with the stakeholders and those people recognised as experts in the Aboriginal community.

Groups Working With Establish who working with e.g.: AEVTI Head Office Staff, DCS Indigenous Services, Aboriginal Development Division NSW TAFE, Aboriginal community, and Aboriginal inmates, AEVTI Senior Education Officers, TAFE NSW Institute Correctional Centre Liaison Officers, Access Educational Services Division (formally Foundation Studies Training Division). Minutes of meetings were taken and circulated. The minutes also indicated tasks in hand, with deadlines for reporting. The theme of consultation was maintained throughout the life of the project, particularly with representatives of Aboriginal inmate students.

Time Frame

A time frame was established to deal with the above issues. Critical path analysis conducted with appropriate milestones established. Once done, analysis got down to the actual work of committees. Obtained a commitment of the key players to attend the project for its life.

Some positive actions from the strategy

Joint TAFE NSW and DCS workshops

Joint workshops were held throughout NSW in Semester 2 1996 to provide TAFE and DCS staff involved in the actions in the plan to gain an understanding of the objectives and process.

Aboriginal Inmate Education Working Party (AIEWP)
The AIEWP met regularly to monitor the progress of the plan and reported to the TAFE/DCS Steering Committee quarterly.

Aboriginal Inmate Committee Mentor Program
This program was implemented at Glenn Innes, Long Bay, Grafton, Bathurst.

Aboriginal Teaching and Learning Program
A teaching program for Aboriginal teachers was implemented. This program has a specific module for teachers working in correctional centres.

Aboriginal cultural awareness workshops
Workshops were held for TAFE and DCS staff throughout NSW on Aboriginal cultural awareness.

Aboriginal resource areas
These were set up in most correctional centres providing specific resources for Aboriginal inmates.

Achieving and Maintaining Best Practice in Adult Corrections Education

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Best Practice in Corrections Education

All professions need an ideal, model, example, exemplar or standard to judge performance. This might be called best practice. It comes with a set of standards which need to be performed and habitually practised in order to attain excellence.

There has been a great deal of interest in best practice in Australian adult education. This is illustrated by emphasis on quality endorsement, case studies and national awards giving recognition to best practice. While, the Australian Recognition Framework (NSW VETAB, 1998) has been documented as one approach to best practice in adult education, there is less consensus of opinion about best practice in correctional education.

Best practice for the purposes of this paper, means the most desirable way of delivering corrections education in order to address offender behaviour for inmates' successful re-entry into the community. It is practising standards of excellence in corrections education.

It is no surprise that prisons are one of the most difficult of all contexts to deliver adult education, and gain best practice. There is the inevitable conflict between the principles of adult education and the corrections context and barriers to education delivery. Therefore, to achieve best practice and go on maintaining it, can be difficult if that environment is hostile.

The view that punishment must go beyond the loss of freedom and that correctional education does not fit the punishment objective are negative forces. Resentment is often expressed if people believe inmates are given opportunities that can be regarded as privileges. This opposition can inhibit operations when a negative corrections environment can prevent inmates

attending courses or prevent teachers from having access. Negative press coverage can create constraints so corrections administrations shelve best practice.

Best practice in corrections education can:

improve the coordination of education opportunities available by offering courses in a certificated framework;

promote program pathways which provide continuity of education between prisons and to the outside community;

ensure education programs are accredited so they are delivered to a recognised standard;

help the rehabilitation and resocialisation of inmates;

provide value for money. Through assessment, offending behaviour will be targeted with specific learning outcomes; and,

enhance inmate motivation as they can complete courses on the inside which are nationally recognised.

In a study of education programs available to prisoners in Australia, Halstead and Edwards (1992) provided for the first time general features of best practice for corrections education and highlighted some of the points noted above. Many of these attributes have been incorporated across Australia in the delivery of education and vocational training.

The draft 'Principles for a National Strategy for Vocational Education and Training for People in Custody' (1998) incorporated in the 'Framework for a National Strategy for Vocational Education & Training for People in Custody' provides an excellent approach to national standards in corrections education.

Achieving and Maintaining Best Practice

To deliver 'best practice' in NSW correctional education the Adult Education & Vocational Training Institute (AEVTI), was established by the NSW Department of Corrective Services. AEVTI started in May 1994 to be a specialist provider of accredited education and vocational training programs within the

correctional context, where its programs and services aim to address inmates' offending behaviour.

AEVTI is registered with the NSW Vocational Education Training and Accreditation Board (NSW VETAB), and is an approved provider with the NSW Department of Education & Training. AEVTI's name is in the register of Trade Marks with the Commonwealth of Australia under Class 41, Trade Marks Act 1995.

Achieving Best Practice

To achieve best practice in adult corrections education the following features should be considered.

Penal Philosophy:

To achieve best practice there must be support for corrections education; it serves the betterment of inmates and society. The 'lock them up, and throw the key away' view is not in societies interests as inmates will always continue to be part of the community.

'If you don't have education and work, prisons go off the tracks'. Underlying this belief of corrections education is the view that it contributes to the 'good order' of the prison. Education can help the overriding purpose of security. When inmates are constructively occupied through courses, library study and recreation, they serve the purpose of 'dynamic security'.

Education in prison can improve inmates' adjustment to a custodial sentence. Imprisonment leads to a series of life changes: isolation, institutionalisation, and reduced family contact, to mention a few. Education, vocational training and library courses can enhance the inmate's quality of life during imprisonment.

The rehabilitative purpose of NSW corrections education stemmed from the Department of Corrective Services Corporate plan, which is to:

> Give inmates opportunities to get life, educational and vocational skills necessary for their development as law abiding and productive citizens.

Corrections education then, should be included as an integral component of prison management. The acquisition of skills and

attitudes can help inmates build a better life on release and may lead to employment and more education. This aim is to address inmates' offending behaviour, and return them into the community better people.

Removal of barriers for inmate access to education:

Achieving best practice is impossible unless inmates can get through the barriers that restrict their access to education and vocational training. These include: unreasonable constraints on inmate movement between locations in gaols; removing custodial officers from education posts; reducing the time in the inmate's day for participation in education; and imbalance between work and education in the inmate's day.

Assessment of inmates

The AEVTI 'Education Profile Screening' initiates the inmate education program in case management. This screening is a separate private interview between the inmate and education staff. From this an education/training plan for inmates can be developed. It is integrated closely with assessments undertaken by departmental staff from psychology, drug and alcohol, and welfare.

Register of Teachers

All teachers employed by the department in NSW correctional centres, must be registered with AEVTI or in the process of registration. Registration requirements include a sixteen weeks on the job induction program and participation in moderation meetings. Ongoing participation in moderation is required to maintain AEVTI registration. When they complete registration requirement's teachers receive, a credential recognised by NSW cross sectoral Certificates in General Education for Adults (CGEA) providers.

Approved Provider List

In 1995 AEVTI was placed on the Department of Education & Training's approved provider list. This meant that AEVTI met the quality performance criteria set to access additional funding. There are 700 registered training organisations in NSW; only 147 of these, have met the exacting criteria to be placed on the approved provider list.

Accredited competency-based curriculum

The provision of accredited programs mirrors what is available in the wider community. It also ensures meaningful learning outcomes in terms of industry requirements.

The Victorian CGEA provides the curriculum framework for delivery of adult basic education across NSW correctional centres. AEVTI Head Office arranges the acquisition of accredited curriculum for use across NSW correctional centres. This is provided through a license agreement, for example from, Accreditation Services, Victorian Office of Training and Further Education (OTFE). In NSW the accrediting body is NSW VETAB. All courses submitted for accreditation have to specify the competencies students will gain. They are examined by expert panels from education and the particular area of business.

Inmate driven/peer tutors

AEVTI develops for all its accredited programs Student's Master Learning Profiles that facilitate inmate education program pathways, integration of education within case management and program continuity. These profiles are based on an assessment of inmate needs and record completions.

AEVTI recognises the value of inmates' skills in education though peer tutelage. Peer tutors are qualified and trained and can assist in the implementation of accredited curriculum. The support of peers for Aboriginal and Tories Strait Islander courses is particularly important.

Collaboration arrangements

AEVTI has close working arrangements with NSW TAFE through a joint
'Memorandum of Understanding' and *'Strategic Plan for NSW TAFE Provision for*
Aboriginal inmates in NSW correctional centres'. AEVTI has a State Manager,
Vocational Education Training (VET), who liaises closely with NSW TAFE and Corrective Services Industries staff regarding their provision the inmates.

Features of education program design to achieve best practice

The design and delivery of adult education programs should:

where appropriate, use materials relevant to the Aboriginal & Torres Strait Islander culture, be culturally sensitive, and use Aboriginal & Torres Strait Islander teachers;

be flexible to meet learner needs;

be constructed to meet the diverse learning needs of inmates, based on educational assessment;

create a learning environment which fosters trust and respect;

use strategies which actively involve the learner and accommodates learners individual differences;

provide constant and immediate feedback to inmates;

be integrated, systematically and regularly evaluated to ensure that appropriateness and effectiveness are maintained at an acceptable level;

emphasise inmates taking increasing responsibility for their own learning and encourage them to move toward higher levels of self-responsibility;

contribute to humane correctional centre management by ensuring that correctional centre administrators are fully involved in the planning of education as an integral aspect of the Structured Day and 'dynamic security';

recognise prior learning experiences; and,

be integrated into all the inmate management.

Maintaining Best Practice

While the aim is to attain best practice, the challenge is to maintain it.
To achieve this these following factors are considered crucial.

Quality Control/Moderation:

An essential feature of the AEVTI model is moderation, which was developed in Victoria. Kindler (1996) maintains that moderation procedures for quality assurance ensure consistency of both standards and assessments across a range of providers. The moderation process guarantees the consistency of the interpretation of assessment criteria and range of conditions within individual campuses, between campuses and across providers.

AEVTI has set up the CGEA moderation of procedures/processes and moderation of verification, which are now an essential component of AEVTI operations. Moderation provides standards consistency across NSW correctional centres.

Highly qualified, trained and experienced education staff

The expertise of AEVTI education staff, both at Head Office and in correctional centres is critical to integration of inmate education into case management and to ensure education programs are addressing inmate offending behaviour.

Finance

AEVTI budgets are protected, they can only be used for education expenditure.
They are allocated annually by AEVTI Head Office across NSW correctional centres. Budgets are allocated for: AEVTI contract teachers, NSW TAFE hours, education stores, education fees, library, computer leasing fees, recreation stores.

Credential's data base

According to accreditation requirements AEVTI Head Office maintains a credentials data base for its accredited curriculum. This data base contains details of all credentials issued to inmates such as Statement of Attainments and Certificates. Statements of Attainments, for modules, are issued at the local level; AEVTI Head Office issues all Certificates, after checking that all requirements have been meet.

Management Control

AEVTI is responsible for delivering education and vocational training programs in NSW correctional centres. AEVTI integrates the corrections and education components. Therefore the locus of responsibility for, and control of, inmate education lies within the NSW Department of Corrective Services. AEVTI has the capacity to purchase and subcontract education from both public and private providers from NSW and around Australia to address inmate education needs.

Education staff, employed by the Department of Corrective Services have a legitimate place in the departmental hierarchy, with access through gates, and committee membership rights that might not be obtained if they were employed by another agency.

AEVTI Head Office controls both the education and vocational training
programs delivered. This includes AEVTI programs and teachers, and NSW TAFE programs being delivered within NSW correctional centres. Tight control is essential to maintain consistent standards across twenty-nine correctional centres and maintain an on going audit for AEVTI accredited curriculum licensing requirements. This control helps AEVTI immediacy of program delivery, as programs can be developed and started at short notice to meet inmate movement and program needs.

Flexibility

To meet the diversity of inmate education needs AEVTI uses a range of providers, such as: teachers from AEVTI and NSW TAFE, programs from Western Australia Midland College of TAFE, Queensland Distance Education College, NSW TAFE OTEN, St John's First Aid and Parasol. This user choice facilitates immediacy in delivery that is critical in a corrections context, to meet the demands of inmate movement and inmate classification.

Maintaining teachers' skills through accredited professional development

AEVTI carries out development of education staff through Moderation sessions and regular staff workshops and conferences. During 1996 AEVTI launched *'Frameworks'* which is the education staff journal. This contains benchmark tasks, teaching resources, and related staff development issues. *'Frameworks'* are circulated to jurisdictions around Australia.

AEVTI is currently providing accredited Workplace Training Category 1 and 2 courses for its education staff. This includes modules in 'Managing and Delivering Accredited Programs', assessing training needs, and competency-based education. Critical to this provision are workplace projects that will enhance service delivery.

Providing up-to-date education equipment

It is essential to provide technology to support courses relevant to inmates successful release into the community. This includes computers, with the related software, along with equipment for ceramics and vocational art.

Future Directions

Embracing the features of best practice from adult education, corrections education goes further to address offender behaviour and their successful re-entry into the community. It seems fundamental that :

> corrections education best practice should be incorporated into corrective services policies and procedures to ensure they become part of daily practice. Best practice is an ideal that must be practised in order to gain proficiency;
>
> the best practice features discussed above should be written into minimum guidelines for delivery of correctional education in prisons; and,
>
> corrections educators set up an Australian Corrections Education Recognition Framework which might be included in the draft 'Principles for a National Strategy for Vocational Education and Training for People in Custody' (1998) This would add some validity and credibility to the corrections education profession.

We should not view corrections education best practice in isolation.

Its the delivery of education and vocational training to inmates within an integrated case management plan with the outcome of assisting inmates to live better lives that is important.

Assuring Standards In Vocational Education And Training

Carol Ward.
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From 1 January 1998, revised national arrangements for vocational education and training came into effect in South Australia. The changes (defined under the National Training Framework or NTF) aim at further enhancing national mutual recognition and quality assurance in the delivery of vocational education and training. The changes have a number of key elements:

1. The **Australian Recognition Framework** (ARF) which promotes national recognition and quality assurance of the delivery and outcomes of vocational education and training.

   " the key focus of the ARF is to provide a more streamlined and responsive system of national recognition underpinned by strengthened quality assurance"

   ANTA ARF Arrangements~January 1998

2. **National Training Packages** which replace stand-alone competency standards and include industry-defined:

   - national competency standards
   - national industry assessment guidelines
   - national qualifications frameworks.

3. Delivery of **New Apprenticeships** which will replace *traineeships* and *apprenticeships*, and comprise:

   - a negotiated training program leading to a nationally recognised qualification
   - a registered training agreement (contract of training) between an employerand trainee
   - employer and employee choice of the Registered Training Organisations.

The Australian Recognition Framework (ARF)

The *Australian Recognition Framework* (ARF) applies to all providers of vocational education and training. It defines the arrangements for the delivery of vocational education and training and the issuing of qualifications against the Australian Qualifications Framework (AQF). The ARF has three components:

- National Principles for Mutual Recognition and registration of training organisations
- National Core and Product/Service Standards for registration of training organisations
- National Operating Protocols for external review, fees, and marketing.

The South Australian policies and the requirements for recognition as an RTO are based on these three components.

Registered Training Organisations (Rtos)

Benefits of Becoming a Registered Training Organisation

There are many benefits for Registered Training Organisations. These include:

- **National Recognition** to provide training and/or assessment and issue national qualifications Once a training organisation is registered in South Australia, it can be approved to operate in another state/territory.

  There may be specific requirements in other states/territories which will need to be addressed, such as OH&S legislation and licensing arrangements.

- **Marketing and Promotion Opportunities**

  RTOs may:

  - deliver their services nationally
  - issue nationally recognised qualifications
  - use the national training logo in advertising and on certification.

The details of RTOs are accessible to a wide range of potential clients through the internet. This comes about through listing each RTO on the National Training Information Service (NTIS) which contains records of all RTOs, courses, competency standards and training packages and their qualifications (see **http://www.anta.gov.au/ntis**).

- **Access to Public Funding**

  Only RTOs can apply to access public training funds for delivery of their services in South Australia.

The Role of RTOs

The role of RTOs is to provide high quality products and services in accordance with national agreements. RTOs are the only bodies recognised to provide training, conduct assessment and issue national qualifications. RTOs may, at a later stage, meet additional quality standards to be recognised as a Quality Endorsed Training Organisation (QETO).

Products and Services of RTOs

The emphasis has shifted from delivery of accredited courses, to the flexible delivery of training which meets industry needs. RTOs seek recognition for:

- **training delivery** (incorporates training, assessment and issuance of national qualifications)

  or

- **skills recognition** (incorporates assessment and issuance of national qualifications)

The products and services must be delivered within a defined "Scope of Registration".

Scope of Registration for RTOs

Training organisations will be assessed for registration according to a defined "*Scope of Registration*". The Scope includes:

- **product/service delivery** (ie. training delivery or assessment)
- **area of operation** (training package and/or industry area)

- **level of qualification(s)** issued
- **domestic or international students.**

Responsibilities of RTOs

RTOs, registered with the Accreditation and Registration Council (ARC) will be required to:

- abide by national principles, standards, and protocols
- implement continuous improvement, through self monitoring and evaluation
- participate in external audits and reviews
- meet the requirements of endorsed industry training packages(s) and/or accredited courses
- abide by a defined Code of Practice
- collect and store (*for a minimum of seven years*), student information, and make that information available as required.

Quality Endorsed Training Organisation (QETO)

An RTO may apply to become a QETO. Recognition as a QETO confers a number of benefits on the organisation. These include the delegation of certain regulatory powers such as:

- the ability to expand a Scope of Registration
- the ability to self-accredit courses where Training Packages do not exist.

The requirements to be met by an organisation seeking QETO status are described in *A Guide to Quality Endorsement*, a publication of the Training Recognition Branch in the S.A. Department of Education, Training and Employment.

What is the difference between recognition and registration?

"Recognition" is an umbrella term which incorporates registration, accreditation and quality endorsement. Recognition is the formal

approval of training organisations and their products and services in accordance with the requirements of the ARF.

"Registration" is the process of formal approval of training organisations, products and services operating within the Vocational Education and Training (VET) sector. It tells potential learners, the community and industry that the organisation has the ability to competently deliver and assess the qualification(s) for which it is registered to issue qualifications.

Do organisations have to be registered to offer training?

No. An organisation can offer education and training without being registered unless that training:

- leads to a degree
- is offered to international students
- is funded by the State or Commonwealth.

If registration isn't compulsory, why register?

There are many advantages to registration for the organisation and its clients.

For The Organisation:

- if you are registered, learners and industry know that the organisation has met quality assurance standards and that increases credibility
- the organisation is eligible to offer recognised training which expands its potential client group
- the organisation will be listed on the State Register, and on the National Training Information Service (NTIS) for RTOs, and on the Commonwealth Register (CRICOS) if it is providing services to international students
- the organisation will be eligible to tender for government funds in South Australia to deliver training
- the organisation will be able to issue nationally recognised qualifications.

For Clients of Registered Training Organisations:

- their training will lead to a nationally recognised qualification
- the knowledge and skills they gain will be recognised by and be of practical benefit to a particular industry/vocation and that increases their chances of either gaining employment or extending/furthering their career path
- they will be able to apply for Austudy/Abstudy.

What's the difference between a Registered Training Organisation (RTO) offering training and assessment services and an RTO offering assessment only services?

Training Organisations may seek to be registered to either deliver training, assess and issue nationally recognised qualifications, or only to assess and issue nationally recognised qualifications. An organisation can offer assessment only services for part of its Scope and training and assessment services for the remainder. An RTO (assessment only) is most likely to provide services to employees seeking recognition of skills gained on the job.

Once registered are there any restrictions on the types of courses an organisation can offer?

Organisations new to this area sometimes assume that once they,re registered as a Training Organisation they'll be able to offer a range of different courses, adding or deleting offerings when market needs change or they want to do something different.

Currently the registration system doesn't work this way.

When an organisation applies for registration, it needs to clearly state the industry areas in which it wishes to operate and the levels of qualifications it wishes to offer. The particular qualifications within your Scope that you would like listed on the NTIS. The application for registration is then assessed against your proposed Scope.

How long does registration last?

The length of the registration period is different for the two different types of RTO.

For RTOs offering training and assessment services, the period of registration is *up to a maximum of five years*. For RTOs offering

assessment only services, the period of registration *is up to a maximum of two years* in South Australia.

Any changes to the Scope of Registration during these time periods will not extend an RTOs overall period of Registration.

Can an organisation offer training interstate without having to go through the registration process again?

Yes. An organisation does not have to go through any additional registration processes to offer training interstate. Under the Principles of Mutual Recognition, an organisation is able to operate in any other state or territory, within the Scope of its registration. The qualifications that the organisations issue will also be recognised by any other RTO in any other state or territory. An organisation must inform the ARC of its intentions to operate in another state or territory. The ARC will then advise the relevant recognition authorities with which you may have contact in you new location. There may also be some specific legislative, licensing, reporting and accountability requirements which are applicable interstate.

Once registered, is there any review of the performance as a Training Organisation?

Yes, Registered Training organisations will be required to take part in external reviews, or "compliance audits" at least once during their period of registration. The audits are designed to assess compliance with the registration criteria. Audits may also take place on renewal of registration, on expansion to Scope of Registration, and on receipt of a documented complaint by the ARC. Audits will involve a site inspection by representatives from the ARC.

What if the RTO's circumstances change?

If there are any significant changes, eg. in location, staffing, financial status etc., you must advise the ARC in writing.

What is a Training Package?

A Training Package is a package of national vocational qualifications based on industry competency standards. Training Packages allow training to be more closely tailored to the needs of different enterprises.

Training Packages consist of two parts. The endorsed component defines the outcomes to be achieved by training leading to formal

qualifications, and is made up of competency standards, qualification levels and assessment guidelines. The non-endorsed component consists of support materials for training, and is made up of learning strategies, professional development materials and assessment materials.

What is Quality Endorsement?

Quality Endorsement (or QE) is the public status conferred by the ARC on an organisation that is already registered and which satisfies the Quality Endorsement criteria as a training organisation.

What is a QETO?

A Quality Endorsed Training Organisation (QETO) has met all of the seven quality criteria, (insert the criteria) has implemented continuous improvements in key areas and has been successfully validated and been granted a quality seal by the ARC.

If a Registered Training Organisation offers quality service, does this mean it can achieve QETO status?

Unfortunately, gaining QETO Status isn't as simple as that. All RTOs should offer a quality service.

To apply for and be granted QETO Status by the ARC, an organisation will undergo an extensive audit by a team of experts. The team looks for detailed evidence that your organisation complies with Quality criteria, and that you continually improve your key processes and services to clients, as described in the South Australian, *A Guide to Quality Endorsement.*

Who issues Qualifications/Statement of Attainments?

An RTO, is responsible for issuing Statements of Attainment or the relevant Qualifications, in line with national protocols.

The certification should include the RTO,s business name, and on the transcript the name of the person receiving the Qualification, the nature of the Qualification, the units of competence achieved, and if relevant, modules completed and the date the Qualification is issued. If the Qualification or recognised training program is nationally recognised then you can use the logo for nationally recognised training. The logo is available on disk and can be obtained from the Training Recognition Branch once an organisation has registered as an RTO.

The Qualifications/Statements of Attainment issued by any RTO will be recognised by all other RTOs throughout Australia.

What role does industry play in registration of Training Organisations?

Industry specialists will be trained as auditors in South Australia to assist in initial and compliance audits.

Information Sources

A valuable source of additional information about the national policies supporting the registration process is the internet.

- ANTA (Australian National Training Authority)—**http://www.anta.gov.au**
- DETE (Department of Education, Training and Employment) —**http://www.tafe.sa.edu**
- TRAIN (The Australian Training Information Network) —**http://www.dvet.tas.gov.au/train**
- EDNA (Education Network Australia)—**http://www.edna.edu.au**
- NTIS (National Training Information Service) —**http://www.anta.gov.au/ntis**
- DEETYA (Department of Employment, Education, Training and Youth Affairs)—**http://www.deetya.gov.au**
- DEETYA re: ESOS—**http://www.deetya.gov.au** [?? I can't find this on the site ??]
- DEETYA re: South Australian Traineeship Field Guide —**http://www.deetya.gov.au/divisions/vet/vetpubs/htm**
- Australian Training Products—**http://www.atpl.net.au**

Counting the Two in Queensland: Education in Prisons and the Issue of the Family

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Warren came to the education building on an irregular basis. He was not a full-time student and, like the majority of inmates in the gaol, he worked in one of the industries. One Friday, returning from a visit, he walked into the education office; his face was ashen. His three-and-a-half year-old son had shattered him. "Dad, when I grow up and go to gaol will I ...?" After this, Warren came to every possible class. "I've got to do this," he said, "for my kid".

Prior to my current position as Senior Education Officer within the New South Wales Department of Corrective Services' Adult Education and Vocational Training Institute (AEVTI) my work included a focus on women and children. I was interested therefore when the issue of fatherhood began to seep into conversations/ interactions/ discussions with inmates in gaol. A casual survey I conducted during the course of my work in 1994 in a maximum-security gaol of approximately two hundred and seventy male inmates revealed the disproportionately high number who had children in comparison with population trends in the general community. These young families were evident in the constant trails of visitors making their way to the prison gates. Over a period of weeks I asked inmates who came into my office whether they had any kids. I was staggered. "Yeah, I've got seven" was not an unusual answer and, as I climbed back onto my chair, "yeah, and that's not counting the two in Queensland". These were often the replies of young inmates who had been in boys' homes and were now in adult prison. A rough calculation based on my brief survey and tentatively supported by the Children of Prisoners' Support Group indicates that, at any time, there are possibly eight thousand children in New South Wales with a father in full-time custody. There are no statistical records for this group of children who, according to school counsellor colleagues, are not identified as at risk in the community. An incarcerated father is a secret.

Current research and recommendations of a recently-tabled report initiated by Ann Symonds MLC of the Parliament of New South Wales Legislative Council Standing Committee on Social Issues, into the Children of Imprisoned Parents, highlight the needs of children whose parents are in custody and the needs of inmates who are parents. The

report outlines the minimal support structures which exist and recommends expansion. It stresses the findings of research in Australia and other countries that the separation of children from their mothers in custody has profound and devastating consequences. As the number of women in full-time custody in New South Wales is relatively low (approximately 350) identification of these problems has been possible and services established which provide some support. The situation of incarcerated fathers, however, is unknown as statistical information is currently lacking. Random information gathered during the course of my work indicates that a remarkable number of male inmates also have custody of children who are in some form of care.

The subject of my paper has been prompted by the perceived need for education in prisons to address the issue of family. Persistent and earnest requests from inmates for education to facilitate programs for incarcerated parents and the heralded success of these inmate/education initiatives strengthen the case presented in this paper. I discuss the role of education in addressing problems created by the incarceration of parents and emphasise the need for recognition of the social context of gaol education programs and their participants. A proposal is made for education programs to complement the work of other disciplines and service providers in this area. Successful post-release reintegration is aided by family support networks. It is appropriate therefore that the needs of inmates as family members be recognised and included in program planning. The Symonds report indicates the complexity of need and the necessity for an interdepartmental and interdisciplinary approach to the issue.

Family-based education programs and projects fit well within the flexible AEVTI framework. Literacy, language and communication skills are major strands in the AEVTI provision through the Victorian Certificates General Education for Adults (CGEA) which already provides appropriate ground for family-focused work. Other curricula and learning materials are developed for use within a life skills framework which includes workshops and visits from community representatives, conflict resolution, goal-setting, stress management and cooking. Life skills programs are coordinated with other disciplines such as psychology as well as other service providers. The social context in which gaol education is offered is outlined in this paper and the impact of incarceration, the hidden grief and loss of family and relationships, issues of violence and recidivism are identified as influences which shape the profile of the adult learner in a gaol classroom.

Within my current role as Manager of AEVTI programs for inmates identified as special needs who are participating in short-term intensive psycho-educational programs, the issue of family is a common thread. Inmates identified as at risk due to incidences of self-harm, those with a history of violence in prison, the HIV or HEP C+ and those engaged in a voluntary intensive program which addresses self-defeating behaviours, others with intellectual disabilities and high-security inmates in strict protection identify family as a critical issue. Communication and contact with families are constrained by limits on phone calls and visiting conditions. Inmates speak of strained relations that occur during visits due to delays, searches, conflicting demands for attention and lack of facilities for children who have to remain seated in chairs bolted to the floor. More often than not, visits are occasions on which to exchange drugs rather than rebuild families. For many inmates, experiences have been of dysfunctional families, perhaps with other members also serving time. Eighty per cent are imprisoned for drug-relate offences; participating in functional families has not been their experience. Not having the opportunity to learn to relate within functional families, there is a regret and persistent need to belong to a supportive family grouping. Gaol marriages are not uncommon, frequently include step-children and have an almost one hundred per cent failure rate. A study of these alliances, entitled Dream Lovers: Women Who Marry Men in Prison was published in this city of churches in 1997.

Changes in the concept of family and fatherhood in the general community are evident among those affected by criminal justice. Families tend to be defined by what a particular group of people does rather than the specific relationships and blood ties which exist between them. Media and literary images of fatherhood focus on the comic or absent: An article in a Sydney Daily Telegraph (Saturday 14 March 1998 p.21) detailed the option chosen by media star Jodie Foster to select characteristics desirable for the fathering of her child from a lengthy list of anonymous donors. The accompanying image showed her alongside a faceless (male) cut-out, reducing fatherhood to a mere biological necessity. Inmate fathers give some indication of the lack of connection they experience willingly or otherwise, with their children. Characterised by multiple partners, the patterns of fathering by inmates are also indicative of sexually active youth.

A high proportion of inmates are early school leavers with minimal literacy and language skills, (sixty per cent below functional levels in reading and writing) unemployed at the time of their arrest. There are inmates who have experienced abuse, physical or sexual, within families and institutions and others who have been convicted of violence against women and children, often within a family. Patterns

of male violence in families are observable in strings of family members serving time. The absence of male role models, and a prevalence of fatherhood as a biological function only, contribute to the high numbers of young offenders currently entering juvenile detention centres.

In prison, attacks on officers and other acts of violence, attempted suicide, drug use, sexual abuse, depression and escapes are frequently prompted by family crises and the position of powerlessness in which most inmates find themselves. It is also stated by inmates that their role as father is one reason for restraint from violence and the consequent possibility of temporary suspension of visiting rights or phone calls. An inmate's children are often his only stated reason for maintaining a thread of hope during a custodial sentence. Like Warren, inmates are motivated to attend programs in order to gain skills and qualifications on behalf of their children and in doing so experience an unaccustomed sense of achievement, commitment and self-worth. This positive experience assists the inmate to support his partner. Recognition of the hardships imposed on families by imprisonment has been a starting point in parenting discussions. Recently an inmate spoke of his gradual recognition of the hardship his girl endures in order to see him: an arduous three hour journey with the two kids, the possibility of changed visiting conditions that day, a brief visit then the journey in reverse. It was raining when the visit ended and Tony could run to the Wing. His wife struggled with tired children in the wet. Unlike him, she had no mates to catch up with at the end of her journey. An inmate's fusion into gaol culture will often cloud his ability to perceive the consequent struggles of his partner and inhibit the possibilities of support for her.

A survey undertaken by the Research Branch of the Department of Corrective Services in New South Wales, Kemp in 1981 outlined the impact of incarceration on partners and children: "Punishment can have various aims - to exact retribution, to deter offenders from further crime, perhaps even to rehabilitate them - but in Western societies, at least, these have never included inflicting suffering on a criminal's family. Nonetheless, there can be little doubt that when a married man receives a long term of imprisonment, dramatic burdens of financial and emotional deprivation often fall on his wife and children, who lose a key member of the household. On the grounds of social equity alone, there is justification for giving attention to these unwitting casualties of crime and punishment. [...] from its very nature, imprisonment imposes extreme limitations on what a husband can do to prevent family relationships from deteriorating. Most of the time the wife alone must take on the burden of coping with the separation and its impact on the family..." . Community-based

networks such as the Children of Prisoners Support Group and CRC Justice Support were established following this and other research reports on the impact of incarceration. They provide assistance to families affected by the criminal justice system and work in conjunction with education and other staff in facilitation of programs.

Inmates who come from dysfunctional families or have lost family connections during the course of a prison sentence express apprehensive about their chances of post-release survival. Patterns of recidivism reveal that inmates returning to gaol are frequently those who are unemployed and with minimal or no family support networks: "I was going all right, but, it's lonely, you know? In here I know there'll be someone, someone I can yarn to. But out there, out there, there's no-one". As community-based support structures are negligible it is left to family members to provide an essential base for living back in the community. Parole requirements operate as an extension of custodial sentencing. There is no commensurate continuity or parallel of custodial contact following release.

Over five years of working with maximum-security inmates, I am convinced that the majority of inmates do not want to return to gaol. Many leave the prison system with hopes for their future. Continuing high unemployment and the decreasing availability of labour market programs contribute to recurrent prison terms. Underlying the theme of this paper is the observation that, in addition to employability skills, family support is critical in assisting inmates to reintegrate and remain as functional members in the community. This is more likely to occur if all service providers address the issue of incarceration and its implications for family structures.

The following is an outline of a diverse range of responses to inmate requests to education for programs, participation and support in inmate-initiated projects: the diversity is indicative of, first, the range of need, and second, the infinite possibilities.

Within the special-focus units at Long Bay, AEVTI has co-facilitated the program 'Maintaining the Family Unit' (or more frequently 'Kids and Dads Days') established and coordinated by the Children of Prisoners Support Group. These events enable children to spend a day with their fathers; provision of play activities and the sharing of a picnic lunch provide an opportunity for valuable interaction. Inmates reflect the benefits of these days in feedback: for one thirteen-year-old boy, contact to arrange his attendance was the first knowledge he received about his father's incarceration. Because the first visit took place over a period of hours in the relaxed environment of a 'Kids and Dads Day', in the presence of supportive staff, the father was able to

deal with his guilt and the boy his apprehension and the relationship was maintained.

Another boy, aged nine, prone to nightmares about visiting his father in maximum-security, overcame his fears after attending a Kids and Dads Day. Cooking and other shared activities engendered an atmosphere of normality in contrast to the restricted environment of standard visiting conditions. Understanding the needs of children and learning how to play are integral to this program. The success of these events and the break, if brief, for the carers of young children, contribute to strengthening ties among families. These have become regular events in a number of correctional centres in New South Wales and provide a contact point for education to work with inmates in a wider field of inmate development. Other regular family-based events are arranged by custodial staff; these family days take the form of informal barbecues. As these days have become part of the gaol calendar, AEVTI has been asked to participate, invited to attend and provide appropriate games which facilitate interaction.

A screening process for inmates and children is conducted prior to these days to check for court-orders and other reasons for restriction of access.

Within the AEVTI's program at Long Bay a presentation skills class includes improvisation and non-verbal communication skills. Directed by a teacher/graduate of the Le Coq School in Paris, the class includes performance of short scenes devised by the inmates. The father of the child who suffered nightmares told the story of his son's birth. One particular night his wife had begged him not to go out on "a job" because she felt the child's birth was imminent. Ken's mates were expecting him; it was a safe job which promised easy pickings. Despite his wife's protests, he departed and was gone all night. The child (his first and only) was born in his absence. His wife's resentment was short-lived but he still winces as he tells his tale. In the class, Ken directed others in playing out the scenario. He played the role of his wife and felt the disgust and despair which she had experienced. Roleplays are an effective form for exploring issues. Inmates are willing participants.

As a component of a pre-release program which included parenting, the Sydney Action Roleplay Theatre, a group coordinated by the Le Coq teacher, prepared three scenarios about common experiences of inmates during visits and in the first few days' tumult in adjusting to life at home. The audience was invited to stop the action at any time to comment on the characters and what they were doing. Gradually inmates took over the roles of the family members as they struggled

to establish and re-establish their positions in the family constellation. Alternative dialogue prompting different responses were discussed and performed, and for a moment family life in front of the telly was present in gaol.

Other oral and written communication program components contribute to family contact. Apart from visits, contact with families is by telephone. Timed calls create pressures on the caller. As Darrell said: how do you get kids to talk on the phone? Especially when there are other family members waiting? One solution has been found: each morning (or as possible) Darrell watches his six-year-old son's favourite cartoon (or part of it, he hastens to add). This provides a basis for interaction which has deepened over time as Darrell has learnt which Wayne's favourite character is and gained an insight into the reactions and responses of his young lad. "It gives me a buzz. It's almost as if we're watching telly together". Two weeks ago Darrell proposed writing a handout for his peers about this and other family-related ideas. This project may also include the updating of a visitors' handout which outlines current services and how to access them. Input from inmate committees may be appropriate in production of updates on Visitors' Handouts; CRC Justice Support report visitors' bewilderment at different procedures and processes for visits and reluctance to have contact with other visitors but willingness to pass on experience. Visitors tend to side with their inmate contact or family member against "the authorities", which contributes to the tension inherent in the experience of visiting in gaol. Projects such as these not only fill a need but form the basis of valuable literacy and language exercises which take place within a collective framework of inmates and staff.

Performing as peer educators is a popular form of program participation for inmates. A literacy project established in a prison near Philadelphia in the US is based on this concept. Operating through a federally-funded grant, a Reading is Fundamental (RIF) program offers literacy support to children who visit the centre. With staff supervision, the prisoners work with visiting children on reading and writing. In a paper presented at the New South Wales CRC Justice Support's 1997 conference entitled 'Hidden Victims of Crime: Families of Prisoners', disruption to schooling is outlined as one of the effects of imprisonment on families. In addition to coping with social stigma and isolation, children may have to travel long distances, perhaps over a weekend, to visit a parent in gaol and may be too tired to learn effectively. The concept of learners as teachers in family-oriented literacy projects, such as the Philadelphia model, is in line with the popular role of peer educators.

In the context of a conference which takes as its theme 'Setting the Standard' discussion of education programs and the issue of family is timely, for New South Wales program providers at least: a new Visitors' Management Plan has recently been formulated; within the Symonds report a number of recommendations refer as a matter of urgency to the conditions for visits within correctional centres; current expansion of special-needs programs led by psychologists provides opportunities for implementation of a planned pilot program for families which takes a cross-disciplinary approach; the commencement of data collection on families affected by imprisonment and departmental support within AEVTI offers scope for programs to be negotiated with their adult learner participants. Other reports and enquiries provide a framework for planning such as the documentation of the devastation of family break-up in the Stolen Generation report and the recommendations of the Royal Commission into Black Deaths in Custody which also address the importance of family. 'Not Counting the Two in Queensland' sets a case for gaol education programs to include a family-focus in their planning. The complexity of needs of inmates and their families signals the necessity for establishment of family-oriented programs with integration from welfare, parole, alcohol and other drugs workers, psychologists, chaplaincy and education.

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Making Choices: A Look at a Working Model of Best Practice in Vocational Education and Training at Malmsbury Juvenile Justice Centre

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Introduction

The title of this paper is "Making Choices" I have chosen this title as it depicts the overall philosophy of what Malmsbury Juvenile Justice Centre strives to achieve. As the paper will reveal the "Making Choices" is appropriate.

I am speaking to you today as a person who is very much a hands on practical operator bringing to you what I believe is an approach that is both innovative and successful in both Juvenile Justice practices in this country, comparable to overseas approaches.

Historical Pretext

Malmsbury Juvenile Justice Centre was built in 1965, it was built with the Government intent to 'help cure juvenile delinquency' amongst older juvenile offenders by providing a centre specifically intended for those 17 to 21 year olds, considered by the courts to be too immature for prison.

The centre was established on a model providing trade training for the trainees in an attempt to enhance their employment prospects on release. Over the years a wide range of educational and trade training facilities have ranged from carpentry and motor mechanics shops to a piggery and even at one time, the centre's own barber shop.

The number of clients in the centre varied over the years, peaking at 120 in the mid-seventies. About half that number are accommodated in the current facility.

The delivery of vocation education and training at Malmsbury has varied over the years. The most recent and significant change occurred in 1992 when a joint ministerial decision agreed to transfer educational responsibility for young offenders in Victoria from the Department of Schools education to the Office of Training and Further Education (OTFE).

Bendigo Regional Institute of TAFE began delivery of programs at Malmsbury in February 1993.

An Understanding of Malmsbury Juvenile Justice Centre

Since the closure of Langi Kal Kal in March 1993 Malmsbury Juvenile Justice Centre has become the major institution catering for young male offenders aged between 17 and 21 who have been sentenced to detention in a Youth Training Centre (YTC) by an adult court in Victoria.

Malmsbury JJC is part of Victoria's 'dual track' system which is unique withing the Australian justice system. Although the young people are sentenced to detention by an adult court, they serve the period of incarceration in a Juvenile Justice facility instead of an adult prison. This option is available to a small number of young people aged 17 to 21 years old that are deemed at risk. Since April 1992, the proclamation of the Sentencing Act 1991, identified that a Magistrate, Country or Supreme court judge, when considering a Youth Training Centre order, must take into account what sentence would be appropriate and proportionate to the given offence and the offenders level of maturity, vulnerability, impressionability, the nature of the offence and past history, as well as the young persons' prospects for rehabilitation. A mandatory suitability report provides information to the courts regarding the young person's vulnerability and prospects for rehabilitation.

Redevelopment

Malmsbury Juvenile Justice has in the last three years undergone a major capital redevelopment. 12.6 million was invested in building a new centre that reflects state of the art contemporary design.

Building and refurbishing was one aspect of the Malmsbury Redevelopment. It was a total change process incorporating the provision of new building, enhancement of site layout and the introduction of innovative work practices and philosophies.

The redevelopment has provided an opportunity for TAFE to expand and received a major upgrade that has seen TAFE facilities become an open campus style learning centre that has enhanced opportunities for young men to learn and achieve in a very safe, well designed up to date campus.

The expansion has also allowed new program rooms to exist including:

Koori Culture Room;
Multimedia / Information Technology Room;

Private Study Room.

In line with the principles and philosophies of the redevelopment which TAFE embrace, it was also a time to study and examine policy and procedures at TAFE.

The outcome was an identified need to increase programming areas in some course delivery and to introduce new courses to Malmsbury. This process involved liaison with the State Training Board, key stakeholders at Malmsbury and OTFE strategic plan. To ensure all course increases and implementation reflect a deemed industry need, are suitable for Malmsbury's student group, are well resourced, and provide a 'real' pathway for students entering the course.

As will be discussed further in this paper the TAFE system at Malmsbury JJC has been developed to extensively cater for students individual needs and abilities. To provide a comprehensive framework of support, counselling teaching and opportunities that assists often very disadvantaged young people, overcome barriers to learning and succeeding in a range of programs and courses that initially may have been perceived as to difficult or unachievable.

To do this successfully there is a strong and committed partnership between Human Services and TAFE. Other important programs / systems that exist and integrate with TAFE at Malmsbury JJC are:

- Client Service Planning;
- Behaviour Management System;
- Code of Conduct;
- Provision of extensive Health Services;
- temporary Leave Program.

Client Service Planning

As a young person enters Malmsbury JJC he is allocated a Key Worker. The key worker is responsible for the development of the Client Service Plan (CSP). The CSP has been developed to assist the young person in minimising the risk of re-offending and assisting in the successful re-integration to the community. The CSP involves many facets of the young persons lives including vocational education and training, health, offending behaviour, family relationships and any other pertinent issues are addressed in the Client Service Planning.

Behaviour Management System

This program has been devised to allow young men to earn money for participating in programs, completing unit duties and for displaying responsible behaviour in both programs and in the residential units. The system is linked to the temporary leave program.

Code of Conduct

The code of conduct at Malmsbury JJC clearly establishes the clients rights and responsibilities under the Children and Young Persons Act 1989. Malmsbury JJC rules are also clear and adhered to.

Health Services

Malmsbury JJC has a well resourced health centre which provides an extensive service to the young men including:

- health assessment
- challenging offending behaviour
- drug and alcohol programs and counselling
- psychology assessments and counselling
- doctor on centre three days a week
- health planning for individuals
- Peer education programs
- Parenting program jointly run with TAFE

Temporary Leave Program

Is an opportunity for the young men to continue relationships in their communities eg: families. Experience demonstrates that removing young people from family and community life is likely to magnify their difficulties and can exacerbate long team problems. The temporary leave program provides young offenders in custody with opportunities for:

- progressively increased responsibility;
- structured youth community interaction;
- involvement in employment and training;
- the development of new resources and supports where needed;
- the maintenance of family linkages.

This integrated and comprehensive approach to providing individuals who are sentenced to Malmsbury JJC sees the development of many partnerships, co-operatively working together to provide the young person with many opportunities and challenges that will assist them when re-integrating back into society.

Bendigo Regional Institute of TAFE (BRIT) and Malmsbury JJC more than a planned partnership

In the four years I have worked at this centre I have realised that the relationship between (BRIT) and Human Services at Malmsbury is much more than a partnership based around the delivery of Vocational Education and Training for a client.

For these young men to succeed and for the centre to provide a standard of excellence in the provision of Vocational education and training and other relevant programs there is a required commitment, which includes:

- taking calculated risks;
- the delivery and development of quality programs;
- setting a standard of best practice;
- on-going pursuit of excellence and innovation;
- sharing of information;
- building of a cohesive relationships;
- maintaining relevance and realism to program delivery;
-integrating and linking relevant community organisations to Malmsbury.

During this four years I have witnessed significant growth, the establishment of unique programming and the creation of vocational pathways that provide opportunities for our students to maximise their work skills, career development, set vocational goals, improve literacy and numeracy with the foresight to become better prepared for work or return to study.

The Vocational Counsellor plays a key role in the entry and exit programs at Malmsbury JJC.

Unique programs like 'Getting Started' see the vocational counsellor and assessment teacher work with the student to assist them with entering TAFE at Malmsbury, set goals to achieve at TAFE and to begin to plan for the students release.

Normalising is a philosophy held strongly at TAFE / MJJC this includes during the Getting Started program, discussion of all courses on offer at Malmsbury, orientation to all classes and TAFE facilities eg. Library services, timetabling, issuing of TAFE diary and other relevant material.

The initial assessment is to clarify literacy and numeracy abilities and while some students are reluctant or do not provide accurate information they are useful to establish what level of assistance maybe required eg. One to one tutoring, level 1, 2, 3 or 4 CGEA.

Student then choose what courses they would like to participate in, their choices are made in consideration with their assessment and previous work history and or future vocational aspirations. The choice of courses are varied and are all state or nationally accredited.

TAFE Courses available at Malmsbury

General Education / CGEA

General Education is a well established course at Malmsbury JJC, the innovative use of the CGEA curriculum has provided flexibility and ensured successful integration into the class room. The general education course is a very individualised and allows student to self pace learn.

Recently due to expansion and student needs we have employed an extra .5 CGEA/ESL teacher who is focusing on ESL learning particularly for our Asian students. This has resulted from having approximately 25% population of Asian students.

The CGEA teacher has expanded the course into the general curriculum options and major key competencies in the workplace this has provided opportunities for the students to receive demonstrated competencies in the trade and other courses eg. competencies have real meaning in the workplace for employers.

By integrating key competencies in the workplace through general curriculum options, it provides as greater acknowledgment of diversified skills and competencies achieved.

The students are very pleased with their achievements and enjoy having the supported documentation in their resumes.

General Education also provides a broad base of assistance from illiterate students who require one to one tutoring right through to level four.

Certificate II, III & IV in Information Technology

This course is suitable for absolute beginners as well as advanced students, and provides very valuable employment skills.

Subjects in this course include: Basic Keyboarding Techniques, Using Windows, Programming, Word Processing, Desktop Publishing and a large range of other related subjects.

A course of study made up of appropriate subjects is selected for each individual student, with instruction provided by the teacher and assignment work. Each student can work at their own level and pace. Computer access is available to complete work for other subject areas in conjunction with this course.

This is a more formalised learning environment that usually suits more mature students or students who have come from a rather successful schooling history. Quite often these students are Asian.

Certificate in Occupational Studies - Recreation

This course is one of our most popular and rewarding courses. It offers great flexibility and opportunities for the young men to explore real life teaching situations and take on many challenges. The teacher delivering the course provides a dynamic course beyond the constraints of an institutional setting.

The flexibility of both the centre and the course allows for greater community interaction and the building of positive relationships between the young men and groups in both the local and wider communities.

The uniqueness of this course has attracted much attention some of the most successful programs include:

Community School Links - students from Malmsbury conduct outdoor education programs at a local school these include the swimming program, bike education, orienteering, football, hockey, basketball and many other recreational activities.

Ashram - as part of the stress management student visit a local, Ashram and participate in programs with the swamis eg. relaxation techniques.

Basketball - playing basketball in a competition off centre has been very popular the students play an evening a week and clinics are run throughout the year.

Football - is also a popular sports program one approach that has been of great success has been incorporating the AFL football team of Richmond to run a five week clinic.

Other initiatives include using our students as swimming coaches for a local intellectually disabled centre, initially the students were afraid and apprehensive after the first week barriers were broken down and all

apprehension ceased the swimming squad have gone on to win four gold medals, two silver and one bronze and will travel to Adelaide to compete in the national competitions.

Horticulture / Gardening

Again the course is delivered in a positive flexible way with students able to move off the centre to participate and complete interesting and challenging programs in various community environment. More recently:
- revegetation / land care;
- design and paving local community house;
- replanting and maintenance child care centre;
- joint recreation / horticulture program at Ashram.

These opportunities including a lot of participation in the landscaping, planting and maintenance during the recent redevelopment provide an excellent array of 'real' work skills and experiences for students in the horticulture program.

Engineering

Initially engineering whilst always a popular course students found it difficult to complete modules because it was deemed boring to weld bits and pieces together in order to become competent in a particular module.

The engineering teacher realised the need to make the course more attractive and interesting for the students.

He has achieved this by buying bits and pieces of old cars and the students design 'go-karts' and 'beach buggies' this has proved to be most stimulating and interesting for the students. When sold the money goes back into the purchase of new equipment.

Late last year TAFE also purchased a new machine, Metal Craft Range of Tooling which incorporates the following: Scroll Former, Master Twister, Punch and Sheer and Bending and Rolling Tool. This allows students to make candelabras, towel racks, garden arbors and all sorts of wonderful things from iron. The students like to make things for either themselves or members of their families and feel very proud when they first achieve success of completing a nice piece of work and receive recognition for that work.

Furnishing Studies / Woodwork

120

This subject is more structured than some of the other courses although flexibility has also been built in to the course to a degree. In this course for students to complete the required modules they make a clock, when that has been completed, and students wish to continue the next competency level is a cheval mirror. If students wish to continue further we are then able to provide further studies at the main campus (if students are eligible to go off centre).

Most of the students are very happy to make a clock and take it home, one of our challenges for this year is to look at other alternatives to complete competencies in this subject area as an alternative to the clock and mirror.

Kitchen Attending

The Kitchen Attending course is a valuable course to deliver at Malmsbury given the opportunities in the hospitality field. The course is a five week course that provides an introduction to the hospitality trade, the modules are all part of the Certificate 11 in Commercial Cookery, so students can continue on with longer courses when eligible or alternatively directly enter the vocation.

On completing the Kitchen Attending course at TAFE students are then able to work in the centre kitchen that provides all the meals for the centre under the supervision of the chefs. This provides valuable trade experience.

This year for the first time we will be running the Food Handling Hygiene course to further enhance students opportunities in the workplace.

Motor Mechanics / Small Engines

These two individual programs are run by the one teacher, both courses are popular with many of the students and quite often students have had previous employment in/or training in the motor mechanics / automotive field.

We are able to pick up on any previous study completed or attempted 1st, 2nd or 3rd year apprenticeships and continue on with the training. When a student is ready to leave Malmsbury he may return to the industry or continue his studies at any TAFE or provider of the course.

Malmsbury has a fully equipped auto motive workshop that services the centres cars, truck, vans, buses, mowers and other equipment the workshop is very well resourced and provides students with a

comprehensive experience during the course that is supported by the theory components.

Music Studies

The Certificate 11 in Music Industry Skills is a great course for young men to commence or continue their studies, whether they are musically inclined or not. It is structured to give maximum hands on experience and addresses all the skills needed in the music industry work place. With the added support from the In House music program offering work experience and workshops.

The music teacher provides a learning environment that is responsive to individual student needs, interests, and abilities students can develop their knowledge, skills and attitudes to the music industry through a variety of modules offered by the teacher. Classes consist of a balance of theory and practical experiences through the five streams of study. Students look at Occupational Health and Safety, Careers and job profiles, learn to read and write music, as well as being offered the major contemporary instruments, group performance and even have the opportunity to compose their own material. The technology stream introduces students to Acoustics, Audio Equipment, Recording, Lighting, MIDI and Sequencing.

If required students may also study music business, law, finance, touring, marketing, radio, video, media and multimedia. Constant links between content ensures continuity between modules.

Because of the non threatening atmosphere of classes the music program is a great way of introducing the young men to TAFE.

Vocational Arts

Currently the evening classes offer Ceramics and Leatherwork, students find both these course relaxing and enjoyable. The students move through various modules in both courses making many interesting pieces of work.

STEPS

Seeking Training Employment and Personal Satisfaction (STEPS). In the last sixteen months the vocational counsellor has developed a specific course for the students as they enter the last part of their sentence.

The STEPS program begins when the student becomes eligible for work release, it has been designed as a pre-release program that assists in

equipping students to gain employment, participate more effectively in the workplace, coping skills upon returning to studying, interviewing skills, resume writing, effective communication, teamwork and depending on the individuals needs many other subjects.

The students participate in this program two days a week which is run by the vocational counsellor and accredited through the CGEA course. The students participate enthusiastically and find it valuable in putting information together and in building their confidence to enter the workforce or further education and training..

New Initiatives

As part of the centre progressive planning strategy this year we will be expanding to trial the innovative Certificate 11 in Multimedia. This course will be run in the multimedia lab which is on line to the Internet.

Skillnet

One significant initiative will be the registering of Malmsbury TAFE as part of the employment and training services currently being offered at the main campus.

Summary

Participation in TAFE is high and most young men who enter Malmsbury enjoy the opportunity to participate in TAFE programs.

Malmsbury JJC offers a balance between developing intrinsic motivation eg: decision making, taking risks, participating in programs and extrinsic motivation via the behaviour management system which allows young men to earn money through participation in programs, unit duties, across the board good behaviour which in turn allow them to save enough money and when eligible to participate in the Malmsbury Temporary Leave program.

Barriers to learning

At Malmsbury JJC some of the elements that can make both teaching and learning difficult at Malmsbury JJC are:

- Substance Abused students;
- Lack of motivation;
- Physical and mental state of students;
- Return offenders to Malmsbury JJC;
- Security issues outside of TAFE control;
- Low literacy / numeracy standards;

- Low self esteem / self concept;
- Disaffection for learning.

Many of the barriers are overcome during the time of building a trusting relationship between teacher and student.

Does it work?

I believe Vocational Education and Training at Malmsbury does work, there are many factors that indicate this include:

- positive feedback from students leaving Malmsbury;

- 90 - 95% of our students who leave Malmsbury either start or resume a job or return to further education and training;

- past students providing information that during their time at Malmsbury TAFE was beneficial to them in gaining employment;

- student participation is high 98% and when surveys are conducted, the outcomes show that most students believe the course at Malmsbury are interesting and worth doing;

- bench marking of CGEA in writing in NSW;

- bench marking of general curriculum options in regional Victoria;

- recognised by the Senate Employment Education and Training References Committee report as a provider of exemplary TAFE programs in Victoria.

Many young men do go on and participate in the workforce successfully and hopefully the choice making model has assisted in that young persons ability to make appropriate choices in regard to their work, training, lifestyles and community interaction.

What we do not know is how long the student remains in that job or training after being paroled. There is currently no accurate tracking system or substantial research into this area.

The small group of return offenders are one of Malmsbury challenges. Often their lack of maturity, poor ability to make decisions and take responsibility is obvious, for TAFE this means careful monitoring of the young person, patience and offering limited amounts of responsibilities with the aim to gradually increase.

These young students often require more guidance and a supported framework of professional people to assist and encourage them through their maturation process. Once released and this framework is not provided even though students are weaned off it slowly, the task of participating in a course or work making decisions about re-offending, staying at home, taking drugs etc. all become very difficult and sometimes the student will break down.

On arrival back at Malmsbury students are often disillusioned and angry with both themselves and everyone else. I believe nearly all our young men leave Malmsbury with the intent to do well. When this does not work out, it is back to trying again.

Challenges for the future

The challenges for the future are indeed great, working and teaching young offenders effectively is an ongoing challenge. In the last twelve months the student group at Malmsbury has required a new understanding and the re-thinking of approaches and strategies to adequately deal with issues such as:

- learning to manage and teach a large student group of intravenous drug users;

- providing adequate support, resources and courses for a ever increasing Asian population which is currently around 25% of Malmsbury client group.

Challenges also include the on going need to keep abreast of new initiatives, maintain linkages with industries, looking for opportunities to keep at the forefront of VET delivery and to well equipped students to successfully participate in the competitive ever changing labour market. To do this effectively TAFE at Malmsbury needs to monitor local and global trends in industry and employment, and respond appropriately.

To continue to take calculated risks, with the purpose of increasing opportunities for our student group and to pursue every possible avenue to extend, challenge, stimulate and teach young people at Malmsbury, will assist them to take control of their lives and participate in society in a positive and productive way.

Acknowledgment

Bev Vines, Chief Executive Officer, Malmsbury Juvenile Justice Centre.

Working with the Education Needs of Juvenile Offenders in a Community Context

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Background

The Western Australian Ministry of Justice acknowledges and provides for the education needs of juvenile offenders in both custodial and community settings. Within the community context, priority is given to compulsory school aged juvenile offenders (12-15 years of age). Community Based Education Officers support juvenile offenders into meaningful education placements for the purpose of breaking the offending cycle. Education liaison and advocacy assists compulsory school aged juvenile offenders to participate in their local communities in a positive manner and develop the social and academic skills necessary to compete in the mainstream labour market.

This paper outlines the role of Community Based Education Officers, appropriate education services for juvenile offenders in their local communities and some best practise ideas in advocating education excellence for juvenile offenders in mainstream schools.

Custodial Education Services

The Western Australian Ministry of Justice custodial educational service provides detainees with individual education plans for the duration of their sentence. Approximately 10% of compulsory school aged convicted juvenile offenders receive custodial sentences.

All attempts are made to link compulsory school aged detainees with education service deliverers in their local community via Community Based Education Officers. They endeavour to establish and maintain positive relationships between detainees and education personnel in the community.

"Portable" individual education programs are developed within either the school or custodial venues. Where possible, compulsory school aged juvenile offenders entering or leaving detention have a sense of continuity with their individual education programs.

Community Based Education Officers are responsible for liaising with detention centre and community based teaching staff. They aim to secure the best possible education pathways for juvenile offenders upon release from detention.

Community Based Education Services

Approximately 90% of compulsory school aged juvenile offenders in Western Australia complete Community Based Court Orders. It is therefore vital that Community Based Education Officers focus upon accessing, promoting and supporting high quality education services for juvenile offenders in their local residential areas. Four Community Based Education Officers are currently employed by the Western Australian Ministry of Justice to provide education assistance to young offenders in the metropolitan area. These Officers share a collective caseload of approximately one hundred and twenty young offenders These youth are alienated from mainstream education and are not receiving accredited, recognisable qualifications.

The Role of Community Based Education Officers

It can be said that most school aged young offenders have negative views of schools and experience difficulty in maintaining regular school attendance and compliant social behaviour. It may also be said that mainstream schools in Western Australia have historically been unable to cater for the educational needs of compulsory school aged juvenile offenders. Consequently, juvenile offenders have been referred to alternative education programmes.These programmes appear to have not provided legitimate, accredited education pathways leading to either mainstream schools, vocational training programs or full time employment.

Liaison

Community Based Education Officers act as liaison agents between juvenile offenders, their caregivers and education providers in the community. The purpose of this liaison is to bring the education needs of compulsory school aged juvenile offenders to the attention of their local schools.

Linking

Community Based Education Officers always attempt to identify an Education Department of Western Australia key person and link them with the young offender. Compulsory school aged juvenile offenders

may be also linked with independent education providers where appropriate, eg. Independent Schools.

Encouraging relationships between community based educators and compulsory school aged juvenile offenders assists in bringing the educational needs of juvenile offenders to the attention of schools, teachers and the community as a whole. These links are established with the assumption that these people will take up ongoing responsibility for the support of juvenile offenders' education pathways until the end of their compulsory schooling.

Advocacy

The Education Department of Western Australia has recently recognised the educational needs of, and given priority to, "alienated students" and "students at educational risk". This focus upon the educational needs of such students includes an acknowledgment that compulsory school aged young offenders constitute a part of any school population and have lawful right to an education.

It is often the case that juvenile offenders have contact with a variety of government and non government agencies. Community Based Education Officers rely on strong professional networks consisting of employees from other agencies who also have involvement with juvenile offenders. This enables the development of collaborative approaches to providing necessary services to "mutual clients" and their families.

Offending behaviour is only one aspect of the juvenile offender's life and a variety of labels can be applied to these young people according to their particular human service needs. A young offender may attract the following labels: student, patient, client, youth, trainee.

Collaboration with workers from other involved agencies establishes a collective voice requesting quality education for juvenile offenders. Other agencies providing services to young offenders often includes:

Family and Children's Services
Health Department and Medical Services
The Western Australian Department of Training
Disability Services Commission
Community Based, non government youth service providers

Community Based Education Officers devise education support plans in collaboration with schools and other involved agencies. This provides schools with knowledge of various other strategies in place to encourage individual juvenile offenders to attend and participate in their learning

pathways. It also offers schools the opportunity to work with other agencies thus improving their knowledge of, and access to community resources and facilities.

Quality Education for Juvenile Offenders in the Community Context

Compulsory school aged juvenile offenders present a challenge to mainstream schools. This student population often exhibits non-compliant behaviour, school refusal, low academic achievement and poor self esteem. Typically, juvenile offenders do not see themselves as belonging to their local school population and schools seem unable provide a flexible, interest based curriculum content.

Historically, community based alternative education programmes have provided short term interventions for juvenile offenders. These programs are costly and have not prepared juvenile offenders to achieve real long term education, vocational training or employment outcomes. Reintegration into mainstream school settings has rarely taken place. Convenient, isolated education settings appear to have provided schools with a way of removing difficult students from the mainstream school population. Whilst most young offenders have enjoyed these alternative learning settings they have not developed academic and social skills alongside their mainstream peers.

A sensible combination of flexible timetabling, the provision of teachers skilled in dealing with non-compliant, low achieving students and a collaborative relationship with other community agencies may see schools providing an education service considered relevant by juvenile offenders. These young people may then experience a sense of belonging to their school community.

The education needs of compulsory school aged offenders in the community context include access to education services in schools that are delivered in a more flexible manner. Accredited, legitimate education services should be made available to compulsory school aged young offenders. A school commitment to the delivery of high quality education to "alienated" and "students at education risk" is essential. Literacy and numeracy skill acquisition must be the central focus of a student centred curriculum. Juvenile offenders as students require intensive support to develop skills that make them competitive in progressing through education towards employment or further training.

A mainstream school context provides staff, resources, emotional support and student access to mainstream classes, eg sport, maths, vocational education. The opportunity to belong to a school that

recognises student diversity will encourage juvenile offenders to develop the necessary social skills to participate positively in the school, labour market and wider community.

The 10% of compulsory school aged young offenders serving detention sentences must have access to "portable" individual education programs. These individual education packages will assist juvenile offenders in recognising their place in the school community as a student. This educational continuity will serve to encourage positive emotional links with the learning environment available upon release.

Some Examples of Community Based Education Officer Best Practice

Alienated Aboriginal Student Programs in Mainstream School Settings

Community Based Education Officers are very aware of the education needs of aboriginal young offenders. These young people are highly represented in both custodial and community contexts.Aboriginal compulsory school aged juvenile offenders occupy 40% of Community Based Education Officer caseloads in the Perth metropolitan area.

Community Based Education Officers encourage mainstream schools to establish culturally relevant programs within the school setting for alienated aboriginal students. Advocating for such services in schools requires a strong commitment to involving aboriginal community members and caregivers in the planning and delivery of student centred curriculum material.

Statistics

Accurate statistical data of compulsory school aged juvenile offenders who are not engaged in education is kept by Community Based Education Officers. These statistics highlight truancy trends on a local level. Data indicating age, ethnicity and residential areas having a high need for education services targeting the needs of compulsory school aged juvenile offenders is also available. Community Based Education Officers forward this information to The Education Department Of Western Australia to assist in the planning of adequate education services that recognise the needs of compulsory school aged offenders.

Portable Education Plans

Community Based Education Officers always attempt to secure education placements for compulsory school aged detainees prior to release. Given the recent positive changes in the Education Department of Western Australia's approach to "alienated" students, it is now possible to work collaboratively with educators in the community to develop portable education plans. These individual education packages are developed in schools. They provide custodial teachers with curriculum ideas, examples of student academic competencies and assist in providing ideas for learning activities whilst in detention.

Community Based Education Officers also encourage detainees and their teachers, (in the community) to communicate on the phone or in writing. This aims to assist detainees in experiencing education as being important, continuous and meaningful.

Creative School Based Approaches to Truancy

Traditional approaches to dealing with compulsory school aged juvenile offenders who refuse to attend school generally have not worked. These initiatives have involved prosecution and suspension from school. Such methods often reinforce truancy by keeping difficult students out of schools. Interestingly, these students, when asked do not wish to be at school because they cannot cope with their work.

A new approach is currently being trialed in a Perth school. This trial recognises that most students truant in small groups and attempts to work collaboratively with involved agencies, caregivers and the cohort of truanting students.

School student services personnel, caregivers and staff from involved agencies (eg. Ministry of Justice, Department of Family and Children's Services) meet to plan how these students may be encouraged to attend school. Initially, the professional stakeholders meet, decide upon how to collect information and set about doing so. This ensures that a duplication of services does not occur.

Once a small number of key people identify the cohort of truanting students, their caregivers are contacted and invited to attend a meeting where the problem can be discussed and strategies of intervention devised.

This family approach is only suitable in some cases. However, this strategy brings the families of difficult students into schools as

cooperative community members taking action to improve their childrens' education options.

The Community Based Education Officer promotes this strategy in schools, facilitating the process and training staff to implement as a school based approach to dealing with truancy.

Conclusion

The educational needs of compulsory school aged juvenile offenders can be met in an equitable, collaborative and inclusive manner by schools by involving other agencies servicing young offenders.

This paper provided a general description of the role of Community Based Education Officers within the Western Australian Ministry of Justice. The importance of advocating for the linking of compulsory school aged juvenile offenders to quality education pathways in the community was explored. Some best practice strategies employed in the community context have been briefly detailed to provide examples of the diverse and creative professional approaches undertaken by Community Based Education Officers.

The Role of the Employment Access Program Within the Juvenile Justice System

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The purpose of work in our society cannot be over estimated. Work is inextricably tied to many aspects of life. It plays a significant part in building self esteem and identity. It validates our place within our community and enables us to mix with a wide range of people. It also provides monetary rewards that increase independence and improves access to goods and services. For young offenders, employment also plays an important role in integrating them back into the community and decreasing the likelihood of re-offending.

Young offenders are one of the most marginalised groups in society. They tend to have a history of long term unemployment, with a poor strike rate in terms of gaining and maintaining employment. They are one of the highest unemployed groups in the country. The unemployment rate for 15-21 year olds is estimated to be 60% (Griffith's, The History and Experience Of The Employment Access Program, 1998) several times the national average. This dilemma is compounded by the decreased number of full time jobs for young people in Australia. Over the past 5 years, employment has dropped by 33% for males and by 50% for females. Over 20 years more than 350,000 full-time teenage jobs have disappeared.

Decline in employment opportunities in traditional entry level positions and the rise of qualifications required for employment, places an increased hardship on young offenders. Disappearing employment options of the past, ie the manual, unskilled/semi-skilled jobs, that acted as a safety net for young offenders, exacerbates their situation.

The 1992 Carmichael Report states that, "disadvantaged young people who do not participate in education or employment, encounter extreme difficulties".

> These young people are at considerable risk of not making an effective transition to adult independence. They are at risk of never gaining full time employment, of being confined either

> to part time, casual or intermittent labour markets or to dependence on social security for large periods of their life"

The over representation of young offenders who are unemployed is overwhelming. Research shows that there is a strong correlation between employment and crime prevention. There is a considerable amount of evidence that indicates employment significantly reduces the rate of offending. Being employed has a direct impact on behaviour and attitudes of young offenders. (Studies show that a young offender is 3-5 times more likely to re-offend then an employed offender.)

The first agency responsible for labour market programs in Victoria - The Victorian Employment Committee, was established in 1979. The Ministry of Employment and Training followed in 1980 as part of the Government's recognition of the needs of disadvantaged groups in the employment market. In 1982 the Cabinet approved and funded the Victorian Employment Strategy. However, young offenders were not specifically incorporated into these state wide programs. This deficiency was recognised and addressed in 1985 with the formation of the Employment Access Program (EAP). The program was jointly funded by the Department of Labour (DOL) and Community Services Victoria (CSV), and was formally established in September 1985.

Employment Access Program rationale originally emanated from the recognition that young offenders are particularly disadvantaged in the labour market. A number of social, personal, economic and environmental factors adversely effect the employability of the target group, particularly those who have been institutionalised. Thus the aim of the program is to effect long term improvement to the labour market options available to the target group and reduce the likelihood of (re)offending. EAP tackles the structural barriers that inhibit equal opportunities and outcomes. The program recognises the potential of employment to raise a young person's self esteem and increase their independence.

The Criminology Department of the University of Melbourne completed a comprehensive evaluation of the EAP program in July 1988. The Evaluation found the advocacy component of the program and its impact on recidivism impressive.

> "The clear accomplishments of EAP (job placements and training etc) and the particular observation that those who hold onto their jobs are likely to stay out of trouble suggests

> that efforts like EAP should occupy a central place within the strategies designed to meet this significant target group." (Evaluation Report 1988)

The Government, encouraged by the positive findings of the evaluation, followed its recommendations and in September 1988 announced the state wide expansion of the EAP program. An Employment Access Officer was placed in each of the 16 CSV regions, with centralised coordination.

EAP was relocated to the Department of Labour in 1990 to consolidate the range of employment programs managed by the State Government. In the context of closures of other state run employment programs, EAP moved back to the Department of Human Services (DHS), within the Juvenile Justice Section, in 1993.

It was argued at the time that EAP needed to be strategically repositioned to meet the needs of the target group. It allowed for the reintegration of EAP with DHS programs, staff and supervision services. Today the regional Juvenile Justice Units have responsibility for the operational management of EAP. Strategic direction and policy development are provided by the Juvenile Justice Section of Youth and Family Services.

The Children and Young Person's Act 1989 (C&YP Act, 1989) provides the statutory framework for the Victorian Government for the care, supervision and protection of the target group. Within the Department of Human Services' (DHS) Division of Youth and Family Services (YAFS), the Juvenile Justice Section is responsible for the development
of policy and programs for young offenders detained in Custodial Centres or supervised in community-based Juvenile Justice Units. EAP is one such program, which is part of the broader diversionary process.

The strategic partnership between EAP and Youth and Family Services/Client Services Program achieves a number of vital points. The partnership allows for greater responsiveness and brings together complementary skills, experience and assets, maximising cross-functional services within the department.

EAP is strategically positioned to address the employment and training needs of its clients. EAP Coordinators knowledge of the court system and their integration within the department as

members of staff, gives them direct access to key resources and workers related to the target group.
The program therefore takes a pro-active approach to the labour market needs of clients. EAP is not confined to employment placement and retention but is extended to examining the structural barriers that restrict opportunities and outcomes for the target group.

The EAP objectives are:

To increase the placement and retention of clients in employment, education and training.

To provide vocational counselling, information and support to the target group.
To advocate for clients.
To provide labour market and vocational consultancy to individuals and organisations working with the target group.

To contribute to the development of programs and policies which the employment and training opportunities for young people.

Disadvantaged young people require specific responses to their complex employment barriers. The EAP endeavours to address these barriers by promoting the needs of the target group and challenging social myths eg; young offenders are generally treated as a welfare group rather than a group of unemployed workers, an attitude which further erodes the target groups capacity for employment.

The program is based on the need for specific policies and measures that assists young people to achieve their potential in the work force. The program provides an employment advocacy, counselling, support and resourcing service for its target group. The program ensues that labour market opportunities available to young people do not exclude the target group.

The program's focus is (re)integrating a group of young people into long-term mainstream employment and training opportunities. For example, a short-term training, education or work-experience placement may be a precondition to employment and widening a young person's occupational choices.

The social profile of clients includes minimal income support and risk of long term unemployment. Experience shows that EAP

clients enter the labour market with poor literacy and numeracy skills, lack an understanding of work ethos, negative educational experiences, limited work history and narrow career options. Consequently, the target group experience negative effects to their self esteem and motivation. They tend to have poor social skills and underdeveloped problem solving abilities.

The young people who constitute a large percentage of the Employment Access Program's client group are:

Age group 15-19, with a high percentage of males registered.

Most Juvenile Justice clients have extensive histories of marginal or non-school attendance. They frequently hold negative attitudes towards schools, have experienced repeated 'failure' in mainstream education and have literacy and numeracy difficulties.

Many of these young people, particularly those aged between 15-17 years, do not have sufficient maturity of life experience to make choices and commitments about vocational options. It is important, therefore, to maximise their education opportunities.

Many are substance abusers.

The majority of these young people exhibit extremely low self esteem due to a sense of continuing 'failures'. - unemployment, personal relationships, school, financial, family, social, etc.

Poor social skills - eg; communication, conflict resolution, anger management, recognition of social responsibilities, and consequences for actions, etc. due to lack of positive community involvement through school, social groups and sporting clubs, etc.

Inability to sustain long-term commitments,. eg; relationships, employment placements, training/education, etc.

Many clients have extensive offending histories, unstable or severely damaged family relationships and may have experienced incarceration, alternative care or substance abuse. Clients are often stigmatised by employers, government departments, training organisations and the community because of their correctional or protective care background.

These young people must be provided with opportunities to contribute to their communities, their school, their family and their peers. It has become increasingly evident that the educational system can play a vital role in a young offenders life, especially in terms of status and achievement (Prins 1973). The argument that Prins puts forward is that status deprivation at school may be linked to student delinquent behaviour. Prins suggests that young people compete for status on many fronts. Continual failure to gain positive recognition at school often leads students to feel that they have been relegated to a low status position, resulting in insecurity and frustration. For some the solution to their status problem may be found in anti-social behaviour. Being marginal from society, in this case the education system, is among the complex range of factors which may lead to criminal behaviour.

Introducing TAFE services into JJC's has maximised the ability of young offenders to undertake accredited training, acquire vocational skills, meet their literacy, numeracy and educational needs, and improve their options to gain employment or further education on their release from custody.

TAFE campuses have been established by Broadmeadows TAFE at Melbourne JJC and by Loddon Campus TAFE at Malmsbury JJC. Young women at Parkville Youth Residential Centre also receive TAFE services. Young offenders in custody at Parkville YRC, aged 10-14 years, continue to receive education programs from staff of the Directorate of School Education.

While TAFE courses are primarily being provided to young offenders on-site at the JJC, there is also the capacity for young offenders to attend TAFE colleges or other vocational training programs in the community, where appropriate.

Complementary TAFE and JJC programs link with Client Services Planning to ensure time spent in detention is productive, and to promote effective transition into the community on release. TAFE services for young offenders in JJC's are monitored and reviewed on an ongoing basis, and future plans will fill any gaps in services, upgrade training facilities, and build on demonstrated successes.

Maximising labour market opportunities is a key element of EAP. Prospects are enhanced by providing job search preparation, consultancy, resources, career counselling and advocacy for the vocational needs of clients. EAP coordinators play a critical role in identifying and addressing structural barriers to employment by

raising the profile and issues confronting the target group to DHS and labour market policy makers.

Coordinators ensure that clients are not excluded from mainstream services and provide assistance to clients when accessing them eg: employment services, income support, labour market programs, TAFE, training providers, schools, community organisations and employer groups. Post placement support is provided to clients, enhancing retention rates.

EAP Coordinators do not have any statutory relationship with the target group. Overriding placement consideration is voluntary participation, based on the principle of empowering young people to develop their decision-making capacities through an awareness of employment and vocational options. The program operates on the fundamental belief that young people have the right to work, education and job training. Their participation in the labour market, assisted by EAP , is of their own choice.

It has become increasing evident that the target group needs strategies and services that focus on the provision of labour market opportunities. Documented concerns and consequences of continued growth in unemployment have been realised. The proportion of teenagers in work has plummeted from 58.2% to 16.9% in 1993 (Freehand 1994). This continued rise in unemployment has adversely affected the target group. A number of academics have correlated this increase with a concomitant rise in youth crime (Polk 1997, White 1997, Coventry 1994)

> "..the absence of a wage or other income will result in various forms of innovative income distribution which the community is more likely to define as household burglary and shop stealing." (Polk, 1994)

EAP's endeavour centres on improving the scope for gaining skills, credentials and Employment that will lead clients to a productive work life. Their personal success will need to encompass work that is meaningful and valued by society. Furthermore, employment performs a vital function for the target group, especially in terms of status, independence and recidivism.

The program has maintained its relevance and integrity over its history and continues to be an important Victorian Department of Human Services program. EAP reflects and addresses many of the aspects outlined in current research that are essential for effective service delivery.

Early Intervention Education Strategies for At-Risk Students: What Is Best Practice?

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Introduction

A central problem for the Australian welfare and child protection systems is its educational provision for the children of compulsory school age who are in care. As such, it involves both the education and the welfare sectors. How educators face up to this problem is one consideration. How our welfare system responds is another.

St Vincent's is a small, specialised school in South Melbourne which puts a magnifying glass to the way in which these two systems interact. All students and clients of St. Vincent's are or have been under the scrutiny of the Department of Human Services. Some of these young people have been removed from their family (residential students) and others are living in supported accommodation or, in a minority of cases, with their family or relatives (day students). The very difficult life circumstances of these young people presents a 'welfare priority' along with layers of child protection issues, and this must also contend with the educational imperative to provide education to these young people who are still of compulsory school age, but are to all intents and purposes beyond the reaches of the conventional system.

Australian families in receipt of Human Services are by definition a troubled group. Some of the children of these families are at risk of exclusion from mainstream school, or are already excluded - perhaps permanently. A wide ranging audit of Victoria's child protection systems conducted in 1996 by the Victorian auditor-general, Mr. Ches Baragwanath, concluded the following:

> Unfortunately, for a proportion of children in State care, their school attendance is characterised by truancy, refusal to attend school, challenging behaviour disruptive to other children and being denied enrolment in schools of choice ... (and) it was acknowledged that the disturbed emotional state of some of these children placed substantial limitations on their ability to

be educated despite the best efforts of authorities (Victorian Auditor-General's Office,1996: 248-9).

For the Department of Human Services, some of the most troubling of its young clients fall into this bracket. Perhaps the responsibility should rightly rest with the Department of School Education - a point which was taken up by the auditor-general and discussed below. Nevertheless, forming an appropriate and well founded response to this situation is a difficult, ongoing and important challenge. Responsible decision making should be informed by the best available information and full cognisance of specific research and experience. This paper sets out, albeit very briefly, to indicate factors contributing to the problem, outline several major models which are relevant to intervention, and consider what several major inquiries have found and recommended. The remainder of the paper provides examples of 5 Australian schools and one United States 'full-service school' which are deemed to have been particularly successful in achieving their purpose.

Poverty and compensatory education

Connell (1993) describes three types of global poverty, only one of which pertains to Australia - the poverty which arises from inequality in high-wage economies. Children of richer families do better in education than their poorer counterparts, even though the 1959 United Nations Declaration of the Rights of the Child (United Nations, 1959) established the principle of formally equal access to schooling for all children. However, an appropriate paradigm is to understand that the richest groups are highly *advantaged* and represent a minority on a continuum of advantage and disadvantage. Thus, the poorest groups suffer the most severe effects of the larger pattern, but are not outside of it.

A major policy response since the *UN Declaration* was to "substitute through official agencies for the assets the children were not getting via their actual parents. Thus compensatory education was born" (Connell, 1993:22). Education and welfare were brought together because of the co-incidence of lower levels of education, high unemployment and lower wages. The idea of a self-sustaining cycle of poverty emerged: low aspiration and poor support of children led to low educational achievement: low educational achievement would then lead to labour market failure and poverty in the next generation. Compensatory education would break the cycle.

However, false assumptions arising from this continue to direct public policy and public debate. There are three false beliefs: (1) Educational

inequality is a problem about a disadvantaged minority - say 15%. Yet equally there is another minority that is highly advantaged. (2) The poor are culturally different from the majority. Thus research looks for evidence of the psychological, attitudinal or cultural distinctiveness of poor children. (3) Educational reform is a technical problem which implies top-down solutions (Connell, 1993).

How schools can contribute to the problem

Several school factors were found to contribute to child and youth homelessness and the successful completion of school by the Human Rights and Equal Opportunity Commission (1989:271):

- irrelevant curricula - particularly where there is a daily struggle for survival
- poor teacher-student relationships
- inflexible and alienating institutional structures
- rejection or neglect of under-achievers, lack of understanding, flexibility
- suspension and expulsions of difficult students
- lack of personal support
- lifestyle clash - the school requires a different lifestyle
- stigmatisation
- discipline and routine deters people used to fending for themselves

Related influences might be
- family conflict
- low family income
- a history of State intervention (leading to early school leaving)
- the student lacks personal and material resources

The report makes a number of important suggestions which are discussed under 'Strategies and Recommendations', below.

A multi-faceted, nation-wide research project on youth homelessness commissioned by the Salvation Army and funded by the Australian Youth Foundation, conducted interviews with 104 homeless young people, 72% from Victoria and 28% from other Australian states. The result were released under the title *No Place That's Home* (Salvation Army,1995). The project found that

- 61 per cent of the sample had attended more than 5 schools.
- 43 per cent left home and school at the same time.
- 28 per cent left school one or two years before they left home.
- 23 per cent left home, but remained involved in education for some time.

- Young people who had been in the care of the State tended to leave school earlier than other young people, with 22% of these leaving at primary level. 21% of all young men in the sample left school at primary level compared to 8% of the young women.
- Longer periods of homelessness were more likely to lead to early school dropout. 41% of those who had been homeless for more than 2 years had left school at primary level (Salvation Army, 1995, *Being Young and Homeless*:1-2).

A recent study commissioned by the Children's Welfare Association of Victoria, *Educational Needs of Children in Care* (de Lemos, 1997) further found that

- One in four young teenagers in State care regularly stay away from school;
- Of the sample of children in care 34 per cent have an identified disability, compared with the Australian figure of 2per cent;
- A higher incidence of learning and behavioural problems was reported for students in care compared to students in the general population.

The study notes that the combination of these factors would have a major impact on educational outcomes for the group.

Broad Argument or Broad Agreement

The arguments presented here are necessarily brief, but articulate several general models which inform and frame debate.

1. Deficit/ development models

There are two fundamental models of special education concerning at-risk young people and accompanying learning difficulties - the *deficit* model and the *development* model.

Deficit Model

This concerns itself with an individual's degree of deficit, dysfunction, or variation from the norm.

Problems and Limitations

- Definitions of "the norm", "deficit", "dysfunction", "functional literacy" and so on. What is "normal"? Why should a person be this thing called "normal"? What if a person is not going to be "normal" however much we wish it so, and no matter what we do?

- Runs into trouble where problems are likely to have a social and not biological basis, eg behavioural problems.
- Behavioural problems cannot be reliably quantified. The composite picture however, is one of "disability" or "disadvantage".
- It relies on man-made assessment instruments as the key to defining deficit.
- It de-contextualises the individual.

Strengths

- Easy to understand. Convenient. Man's desire to define and control difficult subject matter. Objectifies.
- Bureaucracy-friendly. Enables "large system" decision making based on inflexible categories. Administrative ease.
- Appears to be fair and just through the even application of rules and definitions. Perceived impartiality.
- Has an aura of scientific authority.

Development Model

This seeks to develop individuals in what they are. Duguid (1994) sees development as implying "an 'unfolding', an evolution from something to something. It also seems to imply some starting point, a notion that there is a raw material, an essence, a set of latent virtues" (Duguid, 1994:5). A development model takes account of the *whole* of a persons life. It values what a person already knows and can do and concerns itself with *difference* rather than deficit. It seeks to understand how individuals come to know what they do know (Neville, 1994; Salmon, 1980, 1990), their unique experience and world view.

Strengths

- It accounts for the social, historical and cultural context of the individual.
- It does not seek conformity.
- It does not impose rigorous definitions of disability or deficit.

Limitations

- Requires more from us to understand and to tolerate.
- Requires physical expression of tolerance.

Ainscow (1994: ii) notes that while learning difficulties have traditionally been viewed as limitations and/or disabilities of individual pupils, today it is better recognised that learning difficulties

can arise as a result of a complex range of factors. These can include the nature of the curriculum, school organisation, and teachers' readiness and ability to respond to diversity in their classrooms (Ainscow, 1994) For Ainscow, deficit thinking places difficulties as exclusively student-centred, and distracts attention away from how *schooling* can be improved in order to help all children to learn successfully.

2. Integration to, and retention in, mainstream/ specialisation and segregation.

'Integration' can be used in a number of senses. It can refer to integrated curriculum within a school, and also to community linkages which a school may create with outside bodies or individuals. Integration can also mean the collaborative efforts that are made by the various arms of a larger structure - say educational and residential - towards providing a total service. However in the sense I use it now, I am referring to the integration of problem students back into schools from which they are presently excluded, and the inclusion or retention of a small percentage of very troublesome young people within a mainstream school. It would seem to me that at the base of this aim (if it is an aim) is the apparent 'ideal' of the regular school, for that is where all children will get the strongest and best education - if only they could all behave themselves and learn. The alternative is the specialist school which sets out to provide specific solutions to specific problems. I think these twin notions are not competing however, they are complimentary.

The 1988 report of the (then) Victorian Ministry of Education on students with emotional disturbance/ behaviour disorder in the Western Metropolitan Region, *The Too Hard Kids?* emphasised that the Ministry's responsibility to provide for all children to the age of 15 should be met as much as possible in the regular school (Ministry of Education, 1988:14). The report further found that where it is decided that a regular school is unable to meet the current needs of a student, the Ministry should provide or have access to other settings which can do so (Ministry of Education, 1988:15).

If problem students are to be retained in the regular school there is, first and foremost, a pedagogical question: 'how do we teach *all* pupils and ensure their inclusion within the curriculum?' Secondly there is a discipline question: 'how do we uphold the school rules for the whole student body when there are clear and sometimes very serious breaches of those rules which routinely result in suspensions and expulsions?' On the other hand, if problem students are to be segregated then pertinent questions are: 'on what basis are they

segregated, how is the problem student defined, what are they segregated to and can that apparatus meet the young person's needs?' This immediately raises a discourse of disability/disadvantage/impairment/disorder which, at the present time, is dominated by an entrenched, medically-based and behaviourist-based deficit model (Brown, 1997). Fulcher (1988,1989) for example, points to the British *Warnock Report* (1978) and its associated legislation, the *Education Act* (1981) whose language had the effect of extending disability to fully 20% of the school population (Fulcher, 1989:12). Similarly, a recent promotional circular sent to Australian schools claimed that Attention Deficit/Hyperactivity Disorder is estimated to effect "somewhere between 8% and 12% of children - one to two per classroom" (Kenter, 1996:1). On the other hand, students who are considered 'at-risk', 'emotionally or behaviourally disturbed' or simply 'difficult' do not fit easily into medically-defined categories of specific disability. A recent DEETYA publication intended to support teachers of students with disabilities, for example, offers advice on AD/HD and psychiatric impairment but excludes at-risk students who are not so defined (Department of Employment, Education, Training and Youth Affairs, 1996).

A further effect of a dysfunction model for school placement is its tendency, from a legislative and policy standpoint, to amplify enormously the bureaucratic procedures surrounding integration and segregation (Fulcher, 1989; Slee, 1997). Fulcher argues powerfully that this has little to do with better teaching practices, but rather it has to do with

> ... formal, political responses to procedural requirements which the law or a report imposes: these responses merely comply with the law as opposed to achieving the aims of the law (Fulcher, 1989:13).

For Slee,

> Integration is thus framed within a linear Cartesian logic that forges disability as a problem for calculus ... Equity equals child plus additional resources [E=C+AR] (Slee, 1997: 6).

It is evident that there are a core of students, and particularly those under State care, whose needs cannot be met by the mainstream. The argument for special schools is strong.

3. Focus on curriculum: social/ academic education.

Questions surrounding curriculum might include

-*What* is the curriculum designed to do?
-*Whose* curriculum is it?
-*Why* this curriculum?
- *How* is it implemented?
- *How* is it experienced by the students?
- *Is* it resisted by students? *How* much? *Why*?
- *Is* it democratic?

Poor academic achievement is a common theme amongst at-risk youth. Academic deficit is not only an obvious conclusion in a deficit model but it is also a perplexing conundrum for all participants in the educational task. One is immediately drawn to a notion of 'catching up' - compensatory academic education which can focus on the areas of greatest need (commonly literacy), prioritise it and work the student towards significant, key competencies. Frequently, progress in literacy is held to be critical to future success and fulfilment, both by scholars and industry leaders and in popular community perceptions. Federal Schools Minister Senator Chris Ellison announced on March 18th 1998 that a new Government national plan to improve general standards of literacy would focus on early intervention, with children having their reading and writing skills assessed within the first two tears of primary school (Mitchell, 1998).

Yet equally, at-risk young people are held wanting in social skills, good inter-personal relationships and acceptable interaction with the public. It is argued that these "socialisation deficits" are most important. They block effective education and mean abrasive encounters with you and I. A "social education" might encompass human development, interpersonal relationships, communication, sexuality, values, emotions, identity and so on.

One consideration for programs which involve dealings with the public or being in public places is a requirement for trust that the young people can and will behave appropriately. Inevitable this will not always be the case and teachers feel strain, embarrassment and irresponsibility for their charge when incidents erupt. The public does not want an ugly scene in their swimming pool, on their bus or in their theatre. Yet trust cannot be developed in the young people without the opportunity for the exercise of that trust.

An integrated curriculum is compelling. It means not only integrated academic and social curricula, but also being in the wider community.

Integrated program design is key to St. Vincent's and to many other special settings, and is emphasised in the recent Victorian draft report *Educating For Resilience: Prevention and Intervention Strategies for Young People At Risk* (Withers and Russell, 1997). Integration can also mean tapping into local community resources or supports and creating two-way linkages between a special school and related schools and organisations. Croxton School, Melbourne, provides exemplary demonstration of this in having established partnerships with other local schools, a student exchange partnership and linkage to metropolitan TAFE colleges. In this way Croxton has moved part way towards "full service schooling", discussed below. Overarching an integrated program philosophy is a key need to develop for each individual a *learning plan* which asks not only what that person is being taught but how best they can be taught it.

4. Transitional /'last stop' models for at-risk young people.

Following argument surrounding integration and mainstreaming is the question, If a special school for at-risk young people, is it "transitional" or is it in practice the end of the road for a number of compulsory-age students, or a combination of both? *The Too Hard Kids?* inquiry of the Victorian Ministry of Education, for example, recommends that the regular school maintains overall responsibility for the student while attending an alternate setting, and "... the aims of such settings should be to enable the student to return successfully to a regular school as soon as possible" (Ministry of Education, 1988:15).

Transition from mainstream schools through special schools (there may be more than one) and back to a "better" school has overtones of idealism, as for many students the ideal is not met. Accounting for those who cannot transition in the desired way is an important consideration.

*****

A Few Questions

Some fundamental questions surrounding a 'best practice' model of educational response to at-risk young people might include:

What does it set out to do? (Its aims).
How does it do this?
Who is it designed to serve? Will it? Does it?
The Too Hard Kids? identifies Melbourne's Outer Western region as an area of greatest need because of its remoteness and expanding

population, and recommends specific facilities including 'holding units' for children in acute crisis (Ministry of Education,1988:56) The same report identifies a greater need in post-primary than in primary (1988: 21).

How is the target group identified and defined?
A definition offered by *The Too Hard Kids?* suggests 2 levels of incidence: (1) 2% of school children in the Western region are severely disturbed and (2) about 10% of the same population who demonstrate concerning behaviours, including truancy and children rejecting a mainstream curriculum (Ministry of Education, 1988: ii).

What criteria are used for enrolment?
What means are used for referral? What does this say about selection?
What sort of groupings within the school?

Strategies and Recommendations

The Too Hard Kids? (Ministry of Education, 1988:35) identifies the following factors among schools which appear to be catering quite well for problem kids:

- articulated student welfare philosophy and student welfare personnel
- communication between welfare personnel and teachers

- structured system of year level co-ordinators
- clear understanding of the system by students, staff and parents

- contact with School Support Centres
- contact with parents

The Human Rights and Equal Opportunity Commission (1989) found that regular schools are not only ill-equipped to identify and respond to difficulties but also actively reject students in difficult circumstances (1989:273). One should consider that schools have to protect their student populations and preserve their right to education. Nevertheless, to assist at-risk students and retain them in school, it is suggested:

- an expanded role of school counsellors, however, students may not be aware of or do not wish to use such service
- intensive training for school counsellors for their 'welfare role'
- training programs aimed at giving teachers greater understanding of behavioural problems

- preventative and early intervention programs aimed at 'at risk' children
- innovative truancy prevention programs (assisted by state and territory authorities)
- specially designed accommodation and support services located near to schools in the areas of greatest need, serving students detached from their families
- a 'How to Cope Kit'
- facilities to teach human relationships
- housing education on curricula plus life skills, personal development and parenting skills
- creative alternatives to suit the less conforming personality
- teachers "at large" and
- outreach services.

The Victorian Auditor-General's Office (1996: 252-256) found that considerable effort has been made by the Department of School Education to provide educational opportunities to disadvantaged children, including children in care. A range of settings to assist these students now include

- community schools;
- special education units providing limited term specialised teaching;
- medical centres with limited term schooling for students with psychiatric problems;
- teaching units attached to mainstream schools providing 'time out' to overcome acute difficulties;
- the Distance Education Centre providing schooling by correspondence.

However, these initiatives cannot reach a small core of "school refusers" who have no intention of continuing their education although they are still of compulsory school age. Audit points to several weaknesses in the framework which could be addressed, including

- Education of children in care a joint responsibility between Department of Human Services and the Directorate of School Education, with DSE providing the schooling opportunities and DHS providing the support to those opportunities. This to include improved protocols between the Departments, co-ordinated research and consolidated data on the education outcomes of children under guardianship;
- DHS to provide detailed guidance to case workers on how the educational needs of these children can be met, including guidance as to the case worker's specific responsibilities in regard to the education component, and follow-up evaluation by case workers as to the

effectiveness or otherwise of any special supports provided by schools;
- Case files of children in care to contain more evaluative comment on the child's academic needs and progress at prior schools, as well as observations of learning difficulties and how best to overcome them through school support;
- Onus on DHS to minimise the trauma associated with the child's living environment to better facilitate education;
- DHS to play a major role in identifying at the earliest possible stage emerging problems such as truancy, refusal, poor behaviour and poor academic progress and actively work with schools to develop constructive solutions.

Apart from background, audit acknowledged three key barriers to learning which could be addressed:

- the impact of multiple placements
- relationships between schools and case managers, and
- a lack of liaison between authorities in addressing the suspension, expulsion and exclusion of children from schools (VAGO,1996:249-252).

Practical solutions put forward by the Salvation Army Youth Support Project of 1995 place a like emphasis on student welfare support and school counsellors (Salvation Army 1995: 16). Recommended strategies for education include

- Student Welfare Co-ordinators;
Adequate welfare support in all schools including access to a full time Student Welfare Co-ordinator. The SWC's role is different to that of teachers but linked closely to them. Recognition of the importance of SWC's in all school charters. The SWC to be supported by youth and family counsellors, drug and alcohol support services, mental health services, accommodation and support providers and others as necessary - thus acting as a bridge between the school and the broader community for young people;
- School welfare services available out of school hours to facilitate access for young people who are already alienated from the school community;
- Special assistance to homeless youth returning to education, in the form of stable and secure accommodation, adequate income, and flexible school hours so that they can take care of the business of survival. Ardoch-Windsor, Melbourne, is a model;
- Expand the Commonwealth *Students At Risk* Program (initiated 1993) to include this form of assistance, and with Student Welfare Co-ordinators in mind (Salvation Army, 1995, *Practical Solutions*: 16).

Strategies to improve outcomes in employment and training to include

- Case management for unemployed people (a Working Nation initiative) is seen as a way of ensuring more positive outcomes, however, meaningful training programs need to be attached to employment opportunities. Training programs cannot be too short-lived, pitched at the wrong level, inaccessible or irrelevant to achieving employment, or in areas where employment options are severely limited. Homeless and unemployed people want training that leads to employment, not training for the sake of training;
- Case managers to be skilled workers able to engage young people over a long period;
- Targeted training programs to equip young people with basic literacy, numeracy and work-based experience. Training should be associated with paid, hands-on work experience which offers a chance to develop and apply skills while operating in a work environment (which involves social interaction and lifestyle orientation).

Pathways

A key concept, now framing the work of St. Vincent's Education and Training and Rice Youth Services, is that of *individual pathways*. Pathways can be seen as a set of educational and behavioural goals and strategies, developed with a contribution from the young person, towards promoting growth. It is a holistic concept that encompasses all aspects of development and seeks to integrate important individual goals and bring greater certainty for the future. In concept it reflects Duguid's (1994) notion of a developmental model as maturation, a movement *from* something *to* something and distinct from "change" or "transformation". The constraints of this paper preclude a fuller exposition of the pathways concept but will await a future opportunity.

Full-Service Schooling

Full-service schooling has gained increased attention and emphasis in recent years (Semmens, 1997; Withers and Russell,1997) and offers a compelling model of wide-ranging special education and services for at-risk populations of young people. Increasingly, a fragmented approach to service provision is seen as limited in effectiveness and possibly intensifying the practical difficulties of seeking and getting support (Withers and Russell, 1997).

The full-service school can be seen as one in which education is offered along with a range of support services in a comprehensive and

collaborative way, so that physical, social, psychological and educational requirements can be met rationally and holistically (Dryfoos, 1994). Semmens (1997) sees full-service schooling as an extension of developments that have taken place over the last twenty years towards more comprehensive student welfare responses that are shared between teachers and a range of health and welfare professionals. Full-service schooling is a preventative approach which combines education, health and welfare services and features common elements of:

- commitment to better learning outcomes for all students
- strengthening collaborative links between home, school and community
- democratic school governance
- co-ordination between providers and agencies
- involvement of local government,, local employers and local community groups
- inclusion of social justice initiatives such as legal advice and delinquency prevention (Semmens, 1997:2).

While a wide range of support services can be offered within a full-service school, the biggest challenge is seen to be the development of true collaboration across professional staff groups, students, parents and community members (Withers and Russell, 1997). Collaboration is more than co-location of services or short term co-operation between them. It is fundamental that members of all groups within the school community participate as partners in the development of the vision. There is increasingly a belief that full-service schooling should not be confined only to communities designated as high-risk (Withers and Russell, 1997). Full-service schooling has the potential for a future vision of independence and full *citizenship* of its students, and not mere crisis management (Semmens, 1997:8).

Salome Urena offers an example of full-service schooling.

Salome Urena Middle Academies Intermediate School, New York City [These notes are summarised from Dryfoos, 1994].

A purpose-built middle school established in 1992 and enrolling 1200 students in a largely Hispanic area. It provides education, health, mental health and social services on site. It began as a partnership between the New York City school system and the Children's Aid Society with a US $30 million budget.

Students are enrolled in one of four academies:

- Maths/ science/ technology
- Business
- Expressive Arts
- Community service.

The school is open from 7 am - 10 pm every day and includes
- Dance, recreation and breakfast
- A 3 - 6 pm after-school program
- Evening classes
- Summer programs
- All activities designed in collaboration with educators
- A Family Resource Centre offering help with immigration and citizenship, employment, housing, crisis intervention, drug abuse prevention and adult education
- A shop which raises $40,000 annually and staffed by students of the school
- A clinic providing medical, dental, psychiatric and social services.

Administration is effected jointly as a partnership between the school system and the Children's Aid Society. Dryfoos comments that it "is essentially a new institution with education as its centrepiece. The school has become the centre of community life and community activity, equally accessible and welcoming for children and parents" (Dryfoos, 1994:107).

Examples of school-based programs for at-risk students in Australia [The following examples are summarised from detailed discussion in Batten and Russell (1995:59-66)].

Ardoch-Windsor, Melbourne

- Catering for homeless students
- Open admissions policy
- Absence of restrictive practices
- A belief that everyone can learn
- Articulation of 11 declared aims governing the school's operation, in brief: support for students, support for school staff, prevention, intervention, self-esteem, motivation, trust, information, advocacy, access to education and homelessness awareness.

Oxley, Queensland

- A limited-hours "Pathways Program" held within the regular school but separate from it.
- Focus on re-integration to the regular classroom.

- Emphasis on maths, English and social education as the fundamental areas to be addressed before re-integration
- 60% of students came from other schools but on completion of the program they would be integrated into Oxley, and then encouraged to attend other local schools
- Monitoring of students after re-integration
- Placement in the program depended on real commitment from the student as well as at least one family member or significant other.

Key operating principles at Oxley include

- Students to assume responsibility for their choices, behaviour and learning
- Acquiring planning skills
- Awareness of consequences of actions
- Sharing and support amongst fellow students.

Banksia Park, South Australia

- Focus on changing low retention rates with special assistance to year 11 students
- Solutions involve parents, other staff, special programs or contractual agreements between all parties
- At-risk students withdrawn and offered options including: coaching in 'key areas', bridging courses, alteration of existing courses, a Vocation and Community Access Program or assistance towards employment.

Bridgewater High school, Tasmania

- 'Our House' building project. The students and staff built the house during one school year.
- The curriculum was practical and relevant to the student's life situations, written around the tasks associated with buying the land, the building calendar and selling the house. Curriculum also covered the maths, English, science and social science involved in the project
- Student decision making
- Students took responsibility for the distribution of the funds proceeding from sale of the house ($10,350)
- Resulted in changes in pupils attitudes to school
- Mean gains in literacy and numeracy
- Those who left during the project went into steady employment
- Those who remained settled into the normal curriculum the following year.

Berengarra, Melbourne

An independent secondary school for students with learning difficulties, social/emotional difficulties and a record of chronic dysfunction in mainstream schools. Features include
- Small class sizes with a ratio of 1:10
- Emphasis on the resolution of problems by analysis and discussion and the avoidance of force
- Daily school meetings to provide a forum for the resolution of conflicts and for recognition of achievements (the speaker 'holds the conch')
- Ownership of one's behaviour
- Peer pressure used to modify socially unacceptable behaviour
- Parent involvement
- Use of contracts.

St Vincent's, Melbourne

The following 11 points were designated by the teaching staff of St. Vincent's, as crucial to the success of educational response to at-risk youth:

- Flexibility.
- Balance or integration of academic and socially-oriented education, and of on-campus and off campus activity.
- Creativity is to be encouraged in the way the school responds to its students.
- Linkage to external community bodies.
- Student engagement or participation in a process of leaning. Little can be done without the student's consenting and voluntary involvement in the program.
- Appropriate student mix, referred to as achieving "critical mass", particularly if a co-educational setting.
- Good selection of staff.
- Advocacy. Individual pathways managed at exit point. Assistance to "transit".
- Appropriate assessment materials.
- Adequate funding.
- A nurturing ethos.

Ineffective or Harmful Strategies

From a wide ranging search of the literature, Withers and Russell (1997, unpublished; also Withers and Batten, 1995; Batten and Russell, 1995) found the following (amongst others) to be ineffective or harmful strategies:

- Home counselling by social workers with large caseloads, insight-oriented family counselling and individual psychotherapy with delinquents.
- Programs which do not involve a cognitive change in the young person's world view, such as Outward Bound when offered alone or systems of earning points when offered alone. Work experience or vocational education alone.
- School practices of: suspension, detention, expulsion, corporal punishment or employment of security guards.
- Low achievers placed in ability groupings as a result, in part, of lower teacher expectations.

Themes emerging from the literature on ineffective and harmful strategies are:

- Focus on a single approach in the absence of a comprehensive approach.
- Sole focus on the offending
- Delay in the timing of program provision until it is too late
- Sole focus on one risk factor
- Intensifying risk factors and/or reducing protective factors, for example multiple inadequate placements, contact with an anti-social peer group
- Failure to address risk factors at all, for example, making pledges.

What is Best?

It is evident that no single model can be taken to be *the best* model of *the best* practice in intervention education strategies for at-risk students. However a number of common and important themes emerge. These include an increased emphasis on and support to a broad range of student welfare services and initiatives, consideration to timely and on-site professional intervention, and outreach services to remote and expanding populations.

Curriculum should be flexible, adaptable, achievable and relevant to student's real life experiences. It should integrate academic and social needs and seek creative means to teach them effectively. Schools which have been reasonably successful in their purpose share a common expectation that students take responsibility for their own actions, and also require parent involvement in the task. This latter point fails however, in cases where parent involvement is minimal or non-existent as is common amongst children in care.

Individual case management, planned and co-ordinated pathways which can accommodate full developmental needs, and targeted programs have emerged strongly in present trends. From an education standpoint, individualised planning for learning - which recognises that each at-risk individual is unique - is an important principle which should be accompanied by high expectations and build on a student's strengths. Emerging but powerful work by Knight and Pearl (1998) points to the triumvirate of student *belonging*, *competence*, and *usefulness* as keys to student success (think of the antonyms - ostracism, incompetance and uselessness: at-risk youth?). The concept of full-service schooling is increasingly seen as a means of drawing together those things which seem required to promote full citizenship and reduce the risk of school drop-out, alienation and crime. Fragmented service provision and crisis management is inadequate to deal with the problem.

Justice Fogarty warns of the process of reform being budget driven rather than service driven, and is particularly concerned over cuts to the non-government sector which has and continues to be a core feature of Australian child protection (Fogarty, 1993:31). It will not do to simply work back from a fixed fiscal position. Further, the present era of competative tendering of services puts a new complexion on the whole framework. But ultimately, Fogarty notes, "the community will get the system which it insists on and which it is prepared to pay for" (1993:4).

* Please note: The work entitled *Education for Resilience: Prevention and Intervention Strategies for Young People At Risk* (Working Draft) and referenced below is unpublished at the time of writing. Copyright resides with the Catholic Education Office - Archdiocese of Melbourne, MacKillop Family Services and the Victorian Department of Human Services. Distribution is prohibited until authorisation is made through publication. The report is expected to be published in the first half of 1998.

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The Change of Family Relations and Criminal Offences of Teenagers

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The crime of teenagers, as one of the three main social problems, has been paid much attention by all countries in the world. However, in both developing and developed countries, the rate of teenagers committing crime is still very high. There are many reasons why this is so. A lot of facts testify that the change of family relations due to the strong influence of modern society is one of the important reasons.

Marriage is the basis of family, and family is the basic unit of society. Because of the development of modern industrial society, traditional family relations have changed greatly. In traditional society, the family is an economic unit. In this type of family, it is in production that the family functions; the basic model of family structure is patriarchy; and family relations are relatively simple and consistent. In the modern industrial society, when family becomes an individual living place which is increasingly separated from social life, the function of emotional satisfaction is of the first importance and family structure has increasingly changed as the nuclear family has become smaller. In the nuclear family relationship, couples need more emotional care. This, on the one hand, reflects the role of emotion in marriage and family; on the other hand, this influences traditional family ethics, and weakens the ethics responsibility and the economic responsibility of family members. The modem family is affected greatly by the spontaneity and suddenness of this change, and by the problem that, although love is a complicated psychological process and behavioural process, many couples lack this kind of emotional quality and the training of the roles of husband and wife and they become dissatisfied with the original marriage and blindly develop other sexual relations, the modern family is affected greatly. It may be said that these problems undeniably cause the increase of divorce. Because of serious market competition, the sympathy of people is declining, subsequently people's values have changed and people care more about individual interest. From the mid 60s until the end of the 70s, developed countries moved into the period of post industrial society; what people want is high consumption, enjoyment and new stimulation; marriage and family also change as a kind of consumption

which can be continuously changed; sexual freedom and changing family, become popular. In the modern family, quarelling, violence and irresponsible behaviour have increased and weakened the function of family education.

In the modern society, divorce has increased greatly. Now in France, almost 25 per cent of married couples are divorced. About 33 per cent of Australian couples are divorced. This rate is as high as 33 per cent in the former Soviet Union. In our country (China) until 1966 there were 500,000 divorced couples. In 1996, in Shen Yang, Liaoning Province, almost 50 per cent of married couples were divorced. Because of the increase of divorce, in the total number of families, the percentage of single-parent families has continuously increased. According to the statistics of the early 9Os, this percentage is 18-19 per cent in Denmark, Ireland, Sweden and Britain; 15-16 per cent in France, Luxembourg, Austria; 12-14 per cent in Finland, and the Netherlands; and 9-10 per cent in Belgium and Spain. The statistics of America in 1982 shows that there are 35,000,000 people living in single-parent families, about 15.4 per cent of the national population. The single-parent family is a weak unit in the change of society. In this kind of family, children under age are most vulnerable.

In the actual life, divorce is not a simple thing. It always relates to many problems. Divorce becomes one of the causes of mental and psychological diseases of children. American scholars did much research on the psychological characteristics of the children of divorced families . They discovered that the children of divorced families are often depressed, hostile, sabotaging, easily angered, lonely, prone to stirring up trouble, and even suicide. They are not interested in school and social life, and hate their parents. According to one of our surveys of an American prison, among the teenagers who committed crime, more than 30 per cent of them came from divorced families. According to the calculation of an American sociologist, 37 per cent of the children of divorced families do not study well in schools, 20 per cent have disciplinary problems, 9 per cent run away from their homes. The crime of teenagers cannot only be explained by the visible separation of parents, the quarreling of parents before separation, intenseness and opposition. The irresponsible behaviour of parents after their separation will hurt children more deeply.

According to the Teenager Disciplinary Training Schools (TDTS) of Hei Long Jiang province, 33.3 per cent of the teenagers are from single-mother families, and 32.5 per cent from single father families.

The statistics of the IDTS of Shan Dong province shows that the numbers of teenagers in the school from divorced families or damaged families has increased: 12 per cent in 1990 13 per cent in 1991, 14.3 per cent in 1992, 15 per cent in 1993 and 18 per cent in 1994.

A questionnaire survey of Shang Hai City in 1993 shows that the percentage of teenager criminals from ill or demaged families is 8 times higher than the percentage of the children coming from normal families.

The investigations in Xiang Tan and Heng Yang of Hu Nan province shows that teenager criminals from demaged families are separatedly 8.1 per cent. (in Xiang Tan) and 28.3 per cent (in Heng Yang). Because of the irresponsible bahaviour of parents: 10.2 per cent and 22.7 per cent; because of inappropriate educating methods: 26.7 per cent and 30 per cent; because of the influence of the bad behaviour of parents: 9.3 per cent and 21.3 per cent.

In October 1990 Zhe Jiang province investigated 452 female prostitutes. Seventeen per cent of them lived in damaged families when they were children; 3.59 per cent committed to crime or being punished because of the bad behaviour of parents; most of them committed to crime because of the inappropriate education of parents, as shown in this table:

The Ways of Parents educating Children	Number	Percentage
Appropriate	94	14.16
Severe	123	31.63
Spoiling	81	2O.82
Beating and scolding	45	11.57
Giving up educating children	43	11.05
did not answer	3	0.77

From these data we can see that the families of most female prostitutes did not educate children appropriately. And, this hindered the healthy deuelopment of the children.

Chinese social psychologists carried out research on the close relationship between family and the development of moral judgment of teenagers. They think that during the development of teenagers, particularly in childhood, the influence of parents is most important. Moral values and the behaviour of parents are always learnt by children and become the self-binding force. And, the moral behaviour of parents, through the family atmosphere facilitates or inhibits the development of the morality in children. Many studies show that family factors are clearly related to the development of moral judgment in children. Researchers, after selecting 113 students from one university, one secondary school and one primary school in Beijing, conducted questionnaire surveys. The results show that the level of moral judgment of teenagers becomes higher as they grow up. But the speed is not even. In the period from primary school to secondary school, the level of moral judgment of children develops quickly. This character development by stages is not because of cultural educational influences, but because of the maturity of children's thinking. All in all, the higher the level of family closeness, the higher the individual SRMS and the more mature the development of moral judgment.

Chinese social scientists also conducted comparative research on the children from normal families and children from separated families. From urban schools of 29 provinces in the country, the researchers selected 902 students from separated families studying in grade 1 grade 3 and grade 5 of primary schools. These children were compared with 808 children from normal families. The following points were discovered:

1. Children's self-evaluation and teachers' evaluation all show that the companionship of children from separated fanilies is clearly not as good as the companionship of those children from normal families;

2. In subjective and objective self-control, the children from separated families also cannot be compared with the children from normal families;

3. According to the evaluation of teachers, among the children from separated families, the number of children who are problematic in emotion, personal character, morality and learning is much higher in comparison with the situations of children fron normal families;

4. According to the self-evaluation of children, the marks of parent-child relationship of the children from separated families are obviously lower than the marks given by the children from normal families.

The above scientific research shows that the change of modern family relations greatly affects teenagers. The growing-up of a person goes through suckling, baby, infant, childhood, youth, adulthood different periods. Each period is influenced by external factors. Teenagers are in a developing period - a key period of life. Parents are their first teachers, and family is the cradle of their development and the beginning of their going to society. The bases of intuitive knowledge and crime emerge and develop subconsciously, and are closely related to the individual characters and quality of parents. Healthy, smooth, and happy family relations and parents' reasonable education of children will make children develop heathily. Unhealthy atmosphere and inappropriate education will make children have unhealthy character, and this may force the psychological basis of inappropriate behaviour and even criminal offence.

It may be said that the psychological structure of every stage of child development is the externalised new internal cause: on this basis there may be new external causes being internalised as a kind of replaced internal causes. In this process, the individual is not only affected by external causes but, as he grows up, gradually he develops the ability to choose. Such choosing ability determines that some external causes may be internalised but others may not. Teenagers commit to crime because in their development their socialisation is hindered and they develop abnormal psychological structure. On this aspect, family has undeniable responsibilities. The deputy head of New York State of the U.S. says that experts see the crime of teenagers having many different causes, i.e. utilitarianism, social change, and so on. But one of the important causes is that the family relations have become thin. He said: "we research fish, frog, and euen the UFO, but we know little of our children". A mental analist thinks there may be four types of causes of mental disorder in teenagers:

1. family separation;
2. irresponsibility of parents;
3. in the mind of children, the loss of the prestige of those parents quarreling or becoming low-spirited; and,
4. sometimes seeing or experiencing violent behaviour. One of the leaders of an association of teenagers' crime studies further points out, the distance between parents and children, and the distrust and hostility of children to their parents are because parents are in their world of work and consuming, and have very little time to care their

children. The result is that children and young people grow up in a lonely and separated world. This makes young people hurt themselves, or causes strong distrust between the two generations.

In China, in addition to the influences of nuclear family, family violence and the inappropriate behaviour of parents, many parents pay much attention to the material needs of their children, particularly the only children. They often spoil children too much. Children become the centre, and parents make a lot of efforts to buy things for their children - the purchase often exceeds their economic ability. On the other hand they notice very little the bad characters of their children such as selfishness, self-willedness, and so on. They often neglect those important factors in child development, such as will power and morality.

In modern society the change of family relations has a series of negative effects. These effects should be carefully researched. From the late 80s, China's economy has grown up quickly, and this has brought about fast change of people's life. The whole society is in a transitional period. In the change of family relations, although there are many problems similar to those in the developed countries in the West, these problems are not more serious than the problems which emerged in those western countries. But we must not lower our guard. We must, from the beginning, see how things develop. From now on we must look ahead for the changes in family relations. First, we need to acknowledge the positive effects of the change of family relations, because this is the progress of human beings. But at the same time we try to inhibit the negative effects of this change to reduce the harmful influence brought about by the strong social impact on children. The socialist moral civilisation and the family virtue moral excellence should be energetically encouraged. Secondly, we need to pay importance to family education, and not give up the traditional methods of education. Confucius says: "The healthy growth of the younger generation is just like the natural instincts. Once you form a habit, it comes natural to you". This saying means that, in educating children, we must start early when children are still young. But as Han Fei says: " a loving and caring mother may also haae a bad (unsuccessful) son." Spoiling will not work either. Example is better than precept, and the better family style will train the next generation. We need to sublate and weed through some old and inappropriate things to bring forth the new;

Because the number of only children is very high, we particularly need to overcome the problem that there is too much care of children's intelligence and the care of the morality aspects of child development

is very little. We should change all-embracing style of educating, and take the quality education of children in character, morality, willpower and so on as the main focuses. Thirdly, we need to try our best to reduce the negative effects of the change of family relations on teenagers. Society should provide guidance of how to establish a healthy family, and provide a better atmosphere for those children of single-parent families. We need to complete our social services network and universalise psychological consultancy services. Family, school and society should work together to offer all-round services for teenagers. It needs efforts from all people to make the family the important foundation of our society, a tool of cultural progress, the best place of training all kinds of good qualities -- for example loving, creativity, generosity, unselfishness and co-operation. Through the efforts of every family we reduce the incidence of teenage crime.

Reducing Juvenile Delinquency mainly by Taking Preventive Measures

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Jiangsu Province is located in the center of the coastal area in the east of the mainland of China. It covers an area of 102,600 square kilometers, making up 1.06 per cent of the total land area of the country. It has a population of 71.1 million people, constituting 5.8 per cent of the total population of China. The population density is 693 people per square kilometer, taking the lead among all the provinces and autonomous regions of the country. In 1997, the GDP of the province amounted to 669.5 billion Yuan, accounting for 8.95 per cent of the total GDP of the country. In the same year the average annual income per capita of city and town residents of the province was 5765 Yuan and the annual net income per capita of farmers of the province, 3270 Yuan, well above the average level of the whole country. The total import and export value amounted to 23.88 billion US dollars, the financial income totaled 51.29 billion Yuan and at the end of 1997, the deposit balance of all items of the financial institutions totaled 562.37 billion Yuan. It is a province where the level of reforms and opening to the outside world is comparatively higher and the export-oriented economy is comparatively more developed.

The public order of Jiangsu Province has always been stable in the course of developing production, improving the people's life and promoting social progress with efforts since reforms and opening to the outside world. In the 7 years from 1991 to 1997, the total criminal cases of all kinds was 645,000 in number. The annual rate of occurrence of cases was 1.29, one thousandth of the total population. The capability of the government in controlling public order has been significantly increased. The public generally have a fairly strong sense of security, enjoying a good social environment of 'prosperous economy and stable public order'.

Research on juvenile delinquency in Jiangsu Province started quite late. In general, they may be divided into three stages. Before the seventies, research on the science of crime and

juvenile delinquency was not sufficient. Serious attention of the society was drawn to juvenile delinquency only in the later seventies at which time the ratio of youngster criminals below 25 to all the cases solved by the public security organs was rising gradually year by year and when such a rate reached 59.4 per cent in 1979, the first juvenile delinquency peak in the history of the province. However, as the causes for juvenile delinquency at that time were simple, the tendency of increase of juvenile delinquency was soon curbed with measures to crack down such criminal activities being taken by judicial organs.

In the eighties the policy of reforms and opening to the outside world was implemented more forcefully, but people were not ideologically prepared for the attack of unhealthy elements coming from abroad, especially the youngsters who were weak in the capability to distinguish such unhealthy elements and resist the attack of the same. Therefore the juvenile criminal rate rose again very rapidly and it reached 60 per cent in 1983, the second juvenile delinquency peak in the province's history, which accounted for one of the major reasons why the social public order was abnormal at that time. With the struggle of 'Severely Cracking Down on Criminal Activities' launched in autumn of 1983, the criminals' arrogance was eliminated and the juvenile delinquency obviously decreased. As the main efforts were concentrated in 'Severely Cracking Down on Criminal Activities', such measures as crime preventing, education on legal system and tackling the problem of social public order in a comprehensive way, had not been taken in time, juvenile delinquency rose once more after a short-time. In 1988, the juvenile criminal rate reached 74.15 per cent. This was the most serious time for juvenile delinquency in Jiangsu Province. Practice has made us know that in case of juvenile delinquency, punishment and correction are necessary, but irreparable losses have incurred to the society and the people concerned. Therefore work shall be focused on crime preventing and reduction of harm done to the society.

In the nineties, Jiangsu Province always sticks to the guiding ideology of putting preventive measures against crime in the first place and spares no effort in building up the social system joined by all members of the society to preventing the youngsters from committing crimes. Through unremitting efforts, preliminary effect has been scored and recent years witnessed a fine tendency of stable decrease of the juvenile crime rate for several continuous years. It fell from the peak of 74.15 per cent to 60.18 per cent in 1992, to 56.4 per cent 1995,

to 52.6 per cent in 1996 and to 50.2 per cent in 1997. Such a tendency of continuous decrease indicates that this province has scored distinguished achievements in the field of preventing and reducing juvenile delinquency. It shows that in the course of rapid economic development and great social change, it is entirely possible to control juvenile delinquency within a certain range so long as all members of the society care and protect the healthy growth of teenagers and stick to the policy of reducing juvenile delinquency mainly by taking preventive measures while making punishment the subsidiary.

As for preventing the youngsters from committing crimes in Jiangsu Province, work has been done mainly in the following aspects:

1. Caring the healthy growth of youngsters and enforcing ideological and moral education on them with the efforts of all members of the society, which is the most important conditions for preventing and reducing juvenile delinquency. In 1992 the National People's Congress of China promulgated the Juvenile-Protecting Law of the People's Republic of China. The Jiangsu Provincial Government promulgated the procedures for implementation of that law, specially set up the Juvenile-Protection Committee formed by the related functional organs, all social groups and noted persons from all circles of the society with a Vice-Governor of the Provincial Government taking the post of Director and being responsible for coordinating the educational and protection work for juveniles. Governments at all levels make preventing and reducing juvenile delinquency an important item of the content of tackling the problem of social public order in a comprehensive way, sign written guarantee to fulfill their own responsibilities in this field, put forth new requirements every year and continually score achievement at all stages.

For the purpose of analyzing the causes for proper strategies to prevent juvenile delinquency, juvenile delinquency research associations have been established in this province as well as in Changzhou, Suzhou, Yancheng and Yangzhou respectively and thanks to these institutions, a group of activists having enthusiasm in research on juvenile delinquency, have vigorously carried out investigations and taken part in academic exchange activities, yielded a batch of influential, high-quality research results and put forth a lot of proposals, many of which have been accepted by the government and social organizations and played their due roles. The juvenile delinquency research

associations of the province and the above mentioned four cities were awarded the title of Advanced Collective of Juvenile Delinquency Research of China and awarded the Excellent Result Prize for more than 20 items of their research results. A group of veteran cadres and staff members and workers who are concerned about the younger generation and have taken an active part in investigation and research, suggested ways and means and rendered support to the work of juvenile delinquency research associations. Governments at all levels have increased the investment in education, ensuring that all children enjoy the rights of receiving education. The "Hope Project" is implemented through social organizations with donations from people of all circles amounting to 33.944 million Yuan with which 148 'Primary Schools of Hope' have been set up and 73,000 pupils who were obliged to discontinue their studies due to poverty have returned to schools. At present the entrance rate of children of primary school age in Jiangsu Province is 99.81 per cent, the proportion of pupils entering junior middle schools after graduation from primary schools is 96.60 per cent and the proportion of pupils completing their studies in junior middle schools is 97.53 per cent.

Having been accepted by the state Education Commission, Jiangsu is the first province in China that has popularized the 'nine-year compulsory education'. In view of the plasticity of youngsters, this province always takes them as a special group in terms of ideological and moral education, enforces education in ideals and popularization of the legal system and combines teaching pupils' knowledge with moulding their temperament and cultivating their good behaviour habits so as to promote development in cultural and ethical aspects.

2. Purifying social environment and eliminating factors inductive to juvenile delinquency. Juvenile delinquency is the result of the comprehensive influence of a lot of subjective and objective factors. As far as the individual young offender is concerned, subjective factors are decisive. However so far as the social phenomenon of juvenile delinquency is concerned, the influence of the objective environment is very important. To prevent juvenile delinquency, it is necessary to minimize the factors conducive to crime. For this purpose the public security organs have practically enforced management of public order under dynamic circumstances, fully opened the 110 phone alarm service system to the public and organized patrol policemen teams. The frightening and warning functions of all these measures have played an important role in timely

discovery and stopping of first illegal activities. In the past, the fact that youngsters, especially middle-school and primary - school pupils, were allowed to play games or even to gamble in video game players rooms, had always been a problem to which the pupils' parents had strong objection. To counter this phenomenon, the public security organs, together with cultural, industrial and commercial departments, have stipulated in explicit terms that no video game rooms shall be arranged within a radius of 200 meters from a middle school or a primary school, the label 'No Admission for Juveniles' shall be put in an eye-catching place of each singing and dancing recreational spot or video game room and owners who accept juveniles shall be severely punished. In recent years, a group of game players used for gambling were investigated and banned several times. For the purpose of purifying the teaching and learning environment, it has been strictly forbidden to set up video tape show points and audio and video product leasing points around schools and a campaign of 'sweeping away pornography and cracking down illegal publication' has been enforced. Only last year 103,000 pieces of obscene articles made or peddled were discovered and seized and a group of criminals propagating sex and violence were seriously punished. Hence spiritual rubbish is being got rid of. At the same time efforts have been made to straighten out the public order around the schools, severely crack down all kinds of criminal activities endangering the physical and mental health of juvenile or breaking in the school campus to pick quarrels and stir up trouble, to maintain good order in the vicinity of the school.

3. Enforcing education on and management of the floating youngsters coming from other places of the country and unfolding activities to praise youths with excellent achievements in building their second hometown. Population flow from place to place is an inevitable phenomenon during the transition from planning economy to market economy and from agricultural society to industrial society, an inevitable result of the rational distribution of labour resources and an important feature of the development of productive forces. A large number of people coming from other parts of the country have made great contributions to the development of a market economy and the prosperity of the economy in turn has attracted more people coming from other places of the country. Now the number people registered in Jiangsu as temporary residents is more than 3.65 million. No need for reticence, the floating population from other places is the most unstable group of people and their law-breaking and crime rate is

comparatively higher. Starting from the end of the eighties, among the criminals captured in Jiangsu Province, the proportion of people coming from other places has gradually increased from 25 per cent to nearly 50 per cent and such proportion in Suzhou-Wuxi-Changzhou Area that is located in the Changjiang Delta with the greatest vigour and vitality in the developing economy is around 70 per cent. What is more serious is that the juvenile offenders from other places make up a high percentage. The reasons for this phenomenon is that firstly the diathesis of the juvenile from other places is poor and they are easy to go astray and commit crimes; secondly, they come from economically poor places to a comparatively more developed area to make a living and, as the circumstances have been changed, some of them seek for money and wealth and stimulation unscrupulously; and, thirdly, the management mechanism in this regard is weak and there exist loopholes for criminals to take advantage.

In view of such situation, Jiangsu Province has worked out the procedures for management of temporary residents and conducts such management in accordance with the law through local legislation. People coming from other places are registered and issued with temporary residence certificates by the public security organs and they are thus put under domiciliary control. People coming from other places are provided with living quarters by the employing unit in line with the principle: 'Whoever employs the temporary workers shall be responsible for their accommodation,' and put under apartment-style management. They are given enforced education on making wealth through hard work and legal system and their living requirements are met. Arrangements are made for their going home to get united with their family members during the Spring Festival and holidays. Those who have real capacity and learning are put in important positions with their wages increased just as the staff members and workers from the locality. Their legal rights and interests are equally protected and those who break the law and commit crimes are equally punished.

In recent years the activities of praising through appraisal "Ten Excellent and One Hundred Good Youngsters in 'Building the Second Hometown' have been carried out in Wuxi. Any youth who has obtained the temporary residence certificate of the city and has engaged in any legal production or business for three years or above is qualified for the appraisal. Through appraisal youths with excellent achievements are awarded with titles of

honour, allowed to increase wages in advance, offered the right to live permanently in the city, promoted in position or given bonus, awards or certificates of honour respectively. The city's measures to care for their living conditions, solve their problems of accommodation and children's entrance to schools have yielded fine results. Last year the law-breaking and crime rate of the youngsters coming from other places of that city decreased by 8.2 per cent. At present it appears that in this province there is a good trend downwards of the proportion of the young criminals from other places.

4. Enhancing education and transforming work for youngsters who have committed crimes or made mistakes, to make them return to the society. For the purpose of preventing and diminution of crimes, governments at all levels in Jiangsu Province are committed to doing well in the education and transforming work for the youngsters who have broken the law and committed crimes since 1991 and good social results have been yielded. In the last years, 85,447 youngsters who broke the law or committed petty crimes were helped and educated. Among them 45,585 persons were students at schools. Through help and education, the proportion of juvenile delinquents who have been redeemed reached more than 85 per cent and the proportion of the students at school who have got redeemed reached more than 95 per cent. Some of them have passed the entrance examination of schools of higher learning, some have become advanced workers after being employed. The helping and education work varies in accordance with the circumstances and with each individual. In cases where the family of the juvenile delinquent is given the helping and education conditions, the helping and education work is fully undertaken by the family, relatives and friends of the juvenile delinquent. In cases where the family is not given the helping and education conditions, a helping and educating group consisting of the cadres of the local resident committee, family members and policemen is formed, relying on social bodies or organizations at the grass-root level and exercising focused helping and education. Now there are more than 7000 helping and educating groups all over the province with over 20,000 group members coming from all circles of the society. As a general practice, judicial organs all take part in education of children and youths together with schools within their jurisdiction with selected policemen acting as outside-school coaches so as to raise the pupils' consciousness of observing discipline and abiding by the law.

In recent years the public Security Bureau of Suining County prepared and distributed more than 20,000 copies of materials propagating the legal system, gave lessons on the legal system to about 150,000 pupils at 30 middle schools and 550 primary schools of the county. Before the start of summer and winter vocations each year, the director of the local police station will give lessons to the pupils himself. Therefore the pupils at school of that county who break the law or commit crimes are greatly reduced in number. The public security organs also positively cooperate with the educative departments in grasping well the construction of work-study schools. Seven work-study schools have been set up in Nanjing, Zhenjiang, Suzhou, Xuzhou, Wuxi and Taizhou, accepting about 200 pupils in average every year. Specific policemen are dispatched to such schools to be assistant principals and teachers in charge of education on legal system and management. Judging from the situation of Jiangsu Province, work-study schools have yielded outstanding results in educating and redeeming juvenile delinquents with the reformatory proportion being over 80 per cent.

5. Seriously handling juvenile cases and permeating the entire course of case handling with the spirit of educating and redeeming the juvenile delinquent. As the juvenile are immature both physically and mentally, they have many features different from adults in terms of committing crimes. For example, they are very imitative, easy to get excited and commit crimes out of simple motives; they act in knots showing no consideration for the consequences; they are very plastic and easy to have relapses. Now due to the influence of public media of the improvement of living standards, the youngsters are in general precocious and there appears the tendency of committing crimes in adult style, breaking the law in gangs and causing more and more serious results. In view of the characteristics of the youngsters' physical and mental development, the public security organs stick to the principle of not arresting the first or casual juvenile offenders who may either be arrested or not be arrested.

In 1996, juvenile criminal suspects who were arrested in Jiangsu Province only constituted 4.8 per cent of the total criminals arrested. In 1997, the proportion became 4.9 per cent, but the absolute number was by far reduced. Attention has been paid to selecting policemen with certain knowledge of science of crimes, psychology and pedagogy to handle juvenile cases and a policy on education for reformation and redeeming of juvenile delinquents has been formulated. A supervision

program is worked out in accordance with the juvenile delinquent's living and studying environment, growing experience, temperament characteristics, mental state and social communications for the purpose of keeping good mental contact with them. Their parents and teachers may be invited to have communications with them if necessary.

The application of compulsory measures on juvenile criminal suspects are put under strict control and they are detained and kept under control separately from adult criminals. In this province, juvenile courts have been set up in 18 courts of justice, special collegiate benches have been set up in 70 courts of justice. These juvenile courts and special collegiate benches stick to the policy of 'implying education in trial and combining punishment with education' when deciding on the penalty level which shall be sufficient to punish the juvenile delinquents and avoid repeated breach of the law in accordance with the principle of giving lesser punishment and reducing punishment as per the law. So that more severe mental wounds may be averted and correction may be effected. Jiangsu No.2 Juvenile Reformatory even organized some juvenile delinquents under imprisonment to come out of the prison wall to take part in the helping and educating activity with the theme of 'going back to home town, watching great changes, promoting reformation and saying good-bye to yesterday' and arousing their enthusiasm for self-reform. In some places 'juvenile delinquent behaviour correcting centres' have been set up to unfold 'one helping one with heart linked with heart,' to promote reformation. In the period from 1995 to 1997, among all the juvenile delinquents who were sentenced, those that committed crimes again only made up 1.3 per cent of the total. This rate was much lower than that of adult criminals.

Positive achievements have been scored in preventing and reducing juvenile delinquency in Jiangsu Province but this is only preliminary. In the course of building up the market economy system, along with the further reform of the property right system, persons leaving their original work posts and waiting for employment will increase in number. Besides, as there exists influence of complicated international and domestic factors, it is possible for a new more complicated crime-committing peak at the turn of the century and research on juvenile delinquency will face a critical situation. For the purpose of carrying out research and adopting proper strategy accordingly, this Association has mobilized the research associations of related cities and their members to carry out

specific-topic research on the influence of such social phenomena as the increase of persons laid off and waiting for employment, enlargement of the gap between the poor and the rich, increase of corruption and crime out of power abusing, only child of the family, popularization of information expressway and interconnecting network, international crime, organized crime and spreading of drug crime and propose appropriate preventive and corrective measures.

Delinquency And Its Prevention In China

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Since the founding of the People's Republic in 1949, China enjoyed a very low crime rate condition for more than two decades. At that time it seemed that China could miraculously maintain a crime free society. But since 1979, the year China adopted the policy of "reform and open to the outside world", crime and delinquency in China has soared. This paper provides a brief description on the situation and trends of juvenile delinquency in China.

1. Crime and Delinquency Wave

For more than ten years, China has enjoyed a economic growth of 10 per cent, but at the same time there has occurred a long term crime wave (see note 1) as indicated in the following table.

Table 1 Criminal Cases in 1986-1995

Year	Total criminal Cases	Case Rate (per 100,000 people)
1986	547,115	51.9
1987	570,439	54
1988	827,594	77
1989	1,971, 901	181.5
1990	2,216, 997	200
1991	2,365, 709	215
1992	1,582, 659	138.5
1993	1,616, 879	140
1994	1,660, 734	140
1995	1,690, 407	142.25

Source: *China Law Yearbook* from 1987 to 1996.

From the above table, it seems that the crime rate has dropped from the peak of 1991. But.it should be noted that no simple comparison is advisable between the total number of criminal cases and the case rate in 1992 and those in 1991, due to the fact that new criteria were used

in 1992 and after for registering cases. For example, a theft case causing property loss of 40-80 Yuan (RMB) or more can be registered as a criminal case, but since 1992 only those theft cases which caused a property loss of 400-800 Yuan can be registered as criminal cases. Most Chinese scholars believe that the crime wave kept rising after 1991.

As for juvenile delinquency in China, it is rather interesting to find that although juvenile delinquency has been on the increase for several years, the degree and rate of increase are yet much lower than that for adult crime or crime in society as a whole (see note 2).

Table 2 Number of Criminal Cases Perpetrators

Year	(1) Total Number of Perpetrators	(2) Total Number Aged under 18	%
1985	471,342	112,063	23.8
1986	488,415	108,817	22.3
1987	530,254	114,667	21.2
1989	1,075, 282	205,046	19.1
1990	1,176, 882	192,971	16.4
1991	1,424, 112	189,203	13.3
1992	1,166, 633	142,355	12.2
1993	1,340, 980	162,192	12.1
1994	1,449, 736	162,192	11.2
1995	1,450, 121	152,755	10.5

Source: Data from the Ministry of Public Security (MPS)

It can be seen from the Table 2, that the number of perpetrators aged under 18 as a proportion of the total perpetrators has steadily decreased since 1991. But one may argued that the Police (MPS) data always depends on the police attitude towards juveniles. When police adopt a more free policy to deal with delinquency, the numbers of delinquents shown in police data would decrease. So far, to the author's knowledge, since the early 1980s, no signs of significant change have appeared in the policy dealing with delinquents. We can believe that the decrease of delinquents did really happen.

But without demographic analysis we can hardly measure the trend. So the author presents following figures:

Table 3 Ratio of Perpetrators to the Population
Ratio = 1:10,000

Perpetrators to total population	1984	1988	1992	1994	1995
	3.9	6.6	N.A	12.3	12.3
Perpetrators aged under 18 to the population of the same age	N. A.	14.7	14.2	20.3	21.5

We can see from the above table that the ratio of total perpetrators in 1995 was nearly two times over 1988, but for the figure of those aged under 18, the figure in 1995 showed only an increase of 46.2 per cent compared with that of 1988.

Although we can say that since 1989, the number of delinquents seemed on the decrease, yet there were some serious aspects in juvenile delinquency.

The increase of robbery cases in juvenile delinquency in recent years showed that the situation of delinquency has become more serious, and more violent in nature.

Table 4 Structure of Violent Cases

	1990			**1995**		
	percentage in:			percentage in:		
	total cases	cases by age		total cases	cases by age	
		14 -17	18-25		14-17	18-25
Homicide	1.8	0.75	1.5	1.9	0.8	1.6
Robbery	8.4	8.5	10.4	12.9	17.9	16.6
Assault	4.5	2.6	4.59	6.5	3.2	6.3

We can see that in 1990 the percentage of robbery cases for the age span of 14-17 was higher than that for total cases and nearly approach that for the age span 18-25. In 1995, the percentage of robbery cases for the age span 18-25. According to a survey of 2,000 juvenile offenders, conducted in Beijing and other places (see note 3) 68 per cent of juvenile offenders answered that their criminal motives were for money. It is obvious that in the present urban condition of China, robbery can be deemed as the easiest way to get illegal money by juveniles.

2. Crime Gangs

The Chinese Government announced that except those infiltrated by Triads and others from Hong Kong and Taiwan to the Mainland, there are no secret societies in mainland China But there do exist a lot of crime gangs in mainland China. These are prototypes of secret societies or as Chinese call them: "Crime organizations with the nature of secret societies". Some surveys showed that about 70 per cent of juvenile delinquency are gang crime.

3. Drug Problem

Originally, China was world famous as a drug-free country. However, since the 1980s, the international drug trafficking group tried every possible means to open the "China Passageway," drugs spread rapidly in China (see note 4), according to the data of the police department. The author prepared following table:

Table 5 The Number of Drug Cases and Drug Captured

Year	Drug Cases	Drug Captured
1983	5	5 grams of heroin 5.25kg of opium
1988	268	166.158kg of heroin 239.122kg of opium
1992	14,701	4489kg of heroin 2680kg of opium 901kg of cannabis 655kg of methamphetamine
1995	57,524	2, 376kg of heroin 1, 110kg of opium 466kg of cannabis 1340kg of methamphetamine

Source: National Narcotics Control Commission, Ministry of Public Security.

From the above figures, it apparently shows that there is a steep rise in drug cases.

Juvenile drug taking has become a serious problem in China. In Yunan Province (a province bordering the Golden Triangle), youngsters under 25 account for sixty percent of all heroin addicts. In one of the drug

rehabilitation center of Guangzhou, the youngsters account for 67 per cent of the addicts. And the youngest is only 10 years old.

From the above mentioned descriptions and analysis, we can have a overview on the situation, characteristics of crime and juvenile delinquency in China. That is, crime has been on the increase for two decades, and so has juvenile delinquency, but the degree and rate of increase in juvenile crime are much lower than that of adult crime or crime in society as a whole. Nevertheless some serious problems have occurred in juvenile delinquency, especially the rapid increase of robbery cases in delinquency which has caused high public concern. the juvenile drug taking problem has also become an embarrassing social problem.

4. Some Etiological Studies

Many Chinese scholars believed that in China, the increase of crime has its deep rooted cause in social changes. China has rushed into a modernised capitalist world. Social norms, value standards and traditional ethic, which had been valid in the old days, have been shattered, while a new effective set of social norms remains to be perfected.

A few years ago, the author joined a survey of delinquents which covered 2,000 juveniles randomly sampled from all over eight cities and provinces including Beijing, Shanghai, Hebei Sichuan etc(see note 5). Some findings from the survey are worth mentioning here to show that certain social factors have something to do with juvenile delinquency.

1. Among those juvenile offenders of age above 16, 53 per cent of them are unemployed or the transient workers. Among those juvenile offenders aged under 15, over 91 per cent of them have dropped out of school.

2.Lower education level of the delinquents' parents.

Table 6 The Education Level of The Delinquents' Parents

	Illiterate	Primary	Junior High		College	Unknown
Education level of:						
Father:	11.3%	29.4%	32.3%	15.8%	7.4%	3.8%
Mother:	21.4%	30.3%	29.7%	9.8%	2.5%	6.5%

Source: *The Survey of Juvenile Delinquent* Projected by the committee of Internal Affairs and Justice, National People's congress of PRC. 1992

3.Those who grow up in problem families account for a considerable proportion of delinquents.

The survey shows, among the families of delinquents, parents separated account for 3.4 per cent, parents divorced covered 6.4 per cent, parents remarried accounted for 5.8 per cent, parents who lost spouse accounted for 8.5 per cent. The above figures totally amount to 24.1 per cent of parents of delinquent youth.

One may say that it is a universal law for all countries that juvenile delinquents tend to come from broken families, families with less income and lower education level etc. But the author would like to point out here that it was not the case for China two decades ago, when China maintained social integrity and strong family cohesion as well as a very low crime rate - in the 1950s and 60s, the crime rate of China remained at 5 cases per ten thousand persons; now it is nearly 40 cases per ten thousand persons.

Thus our discussion may go to the same thesis which Louis Shelley and William Clifford explored (see note 6), that modernization and development induce crime. The author cannot discuss this thesis here, but would like just to point out that many Chinese criminologists have benefited by the ideas of Shelley and Clifford in explaining what has happened in China.

5. Preventive Measures

Anyhow, the delinquency rate of China is much lower than that of the U.S.A.. The survey conducted by the famous scholar Marvin Wolfgang in Wuhan, China, showed a delinquency rate of 2.8 per cent. The level of delinquency is far lower than what was found in other studies, including those in Philadelphia, Racine (Wisconsin), Stockholm, and London, which generally identified rates of about 30 percent (see note 7).

One of the reasons why China can control her delinquency rates is that she has some effective preventive measures. The author cannot give a detailed description on the measures, owing to the length of this paper. The following are some worth mention points:

1. China has adopted a strategy with Chinese characterics to prevent crime, namely: "The comprehensive management of public order", which is designed, under the guidance of people's governments at all

levels, and by the efforts of grass-root community organizations, to organize the forces of all social sectors, and employ political, social, legal, administrative, and educational means to comprehensively manage public order in an attempt to fundamentally prevent and reduce law violations. The essence of this strategy is: "Relying on the masses". It is said that by this strategy China can control the crime and delinquency to a certain degree. We can give an example to show how to implement the strategy.

"Social Help" (see note 8). Social Help shall be given by grass-root community organizations to those offenders who have committed minor illegal behaviors, at the age of 13-28. The process of Social Help includes education (legal, moral cultural, and professional education) and surveillance by the neighborhood on a mutual option basis in order to cut off their contact with deviant peers.

Social Help in China appears at the beginning of 1980s. All kinds of social help groups have been founded in order to control juvenile delinquency in big cities with Social Help groups.

By1990, there was a total of 11,132 Social Help groups in the city. (Wuhan is a city of more than 6 million population.) There were 30,814 volunteers who have helped 15,299 teenagers, among which 13,661 people stopped conducting illegal acts through social help given to them. The rate of turning better was up to 90 per cent.

The implementation of the Social Help project showed that the People's government of China has the capability of mobilizing and organizing the masses for a certain goal, and most of Chinese people still used to hold a sense of collectivism. In big cities such as Beijing and Shanghai, which have more than 10 million population, there are usually more than one million people joined in grass-roots security committees to prevent crime. This situation, quiet different from that of Western countries, is one of the advantages which China has in dealing with crime and delinquency, usually called " a special characteristic of China."

There are other measures, including Gong-Du (work and study) school, Shelter and rehabilitation center, reeducation through labor etc., which serve to reeducate delinquents of minor offences. They all belong to educational and administrative measures.

In educating delinquents, social workers adhere to the principle of "three same treatments" that is, treating the juvenile offenders with affection and tenderness, or treating them in the same way as parents do with their children, physicians with their patients, and teachers with their students. The social workers often invite the offender's parents

and teachers to join the education to gain better results, because the Chinese traditional moral holds that people should pay reverence to their parents, elders etc.. This is just one example to show that Chinese traditional moral works in the prevention of delinquency, especially in prevention of recidivism. Now, Chinese criminologists are endeavouring to find a way to combine traditional moral with the socialism concept, as to get better results in juvenile education.

As to criminal punishment, it should be noted in the first place that in recent years China has made great progress in legal reform. In 1996 and 1997 China revised its Criminal Procedure and Criminal Law successively (see note 9), in which China adopted for the first time, the principle of 'innocence presumption', established in a certain degree, a kind of adversary trial system, stressing protection of defendant's rights, the role of lawyers in court has been strengthened, and more protection has been given to teenage offenders.

Article 17 of the revised Criminal Law stipulates:

> Any person who has reached the age of sixteen and who commits a crime shall bear criminal responsibility. Any person who has reached the age of fourteen but not the age of sixteen and who commits intentional killing another, intentional assault inflicting serious bodily injury or death of another, rape, robbery, trafficking and selling drugs,
> arson, explosion or spreading poisons shall bear criminal responsibility. Any person who has reached the age of fourteen but not the age of eighteen and who commits a crime shall be given a lighter or mitigated punishment.

Article 49 of the law stipulates:

> The death penalty shall not be imposed on persons who have not reached the age of eighteen at the time the crime was committed.

Juveniles who have not reached the age of eighteen at the time the crime was committed shall be tried at the juvenile Court. There were 3,600 juvenile Courts in China at the end of 1994.

Table 7 the Number of Juvenile Offenders given Criminal punishment

Year	(1)Juvenile offenders given criminal Punishment	(2)Among which those committed serious crime	%
1992	33,399	21,493	64.35%
1993	32,408	22,204	68.50%
1994	38,388	24,885	64.82%
1995	35,832	23,382	65.10%

Source: Data of the Supreme Court of China

One can see that they are very small numbers - for a country of 1.2 billion population like China, to have more or less 30,000 juvenile offenders punished in each year, with more than 60 per cent of those punished being offenders of serious crime. It shows that the judicial policy of juvenile delinquency in China has laid its emphasis on the punishing of those serious offenders, leaving others to be treated by educational measures, or mitigated punishment. Besides, some juvenile offenders can get a suspension of sentence. From 1984 to 1994, among juvenile offenders punished by the juvenile court of changing district in Shanghai, which is the first juvenile court in China, 20.8 per cent of them got suspension of sentence. Those who get suspension can continue their education in school or go to employment Over 95 per cent of them never commit illegal acts again.

Some new kinds of crime prevention devices, besides the above-mentioned criminal or non-criminal measures, are widely used in China. Being in the transition period, China has to adopt some new ideas of crime prevention from Western countries, such as 'defensible Space' (see note 10), 'Situation or Environmental Prevention' or the notion that 'Crime prevention is the reduction of criminal opportunity in the potential victim's own environment' (see note 11), have been widely accepted in China to meet the demands of the market economy. Recently, the Chinese government has advocated a new crime prevention program all over the country. The program, called "Civilized housing area," includes such devices as strengthening security facilities, adopting advanced security techniques etc., as well as traditional 'Relying on the masses' measures. The Chinese Government also lets private security firms run in China and has opened the security equipment market of China to foreign firms. It is very interesting to note that just two decades before, Chinese criminologists stuck to dogmatism, believing that the root-cause of crime is the 'Social Existence of Class Struggle' and that criminals are the residual evil

elements of old or foreign capitalist society. So crime prevention can work only on the side of controlling potential criminals' evil desires or motives. That concept has been proved to be fallacy. Now Chinese criminologists learn from their own practice and by reference to their counterparts abroad, they understand at last that control on the side of potential victim's situation is of equal importance.

China has made great achievement in crime control, but China has to face the challenges of the 21st century. China is experiencing an upsurge in social problems, especially crimes, corresponding with the economic take off during the process of modernisation. Unrest and the rising crime wave in the world will inevitably affect China. Facing the heavy task, it is important for Chinese criminologists to have more exchanges with their counterparts in foreign countries. At the end of this paper the author would also like to express his wish of learn more from the outside world.

Notes:

(1)Official figures of crime were published yearly in *China Law Year Book* (Zhong Guo Fa Lu Nian Jian). The figures are a kind of 'crime report to police' figures and are announced by the Ministry of Public Secunty (MPS) of China. Some Chinese scholars have questioned the reliability and validity of the figures. But it is the only national figure of the kind one can procure.

(2)For more details, one can see Expanding Economic And growing Crime by Dai Yisheng, Published in *CJ international* (Journal of OICJ, University of Illinois at Chicago) March-April 1995 issue. Also: Are The Wolves Really Coming, by the same author, published in the *C J International*, March 1998.

(3) Survey of Juvenile Delinquents in 8 Cities and Provinces, conducted by the internal and Judicial Committee of National People's Congress, PRC. Published in *Journal of Juvenile Delinquency Studies* , (Oing Shao Nian Fan Zui Yan Jiu), Beijing, June 1992 issue.

(4) See Juvenile Drug taking and its Preventive Measures by Guo Xiang, paper presented at *Sino-American Symposium on Family and Matrimony Problems*, Beijing, June 1997.

(5) See note (3).

(6)Louis Shelley: *Modernization and Crime*, (Chinese Translation, Qun Zhong Publishing House, Beijing 1986)

William Clifford: Development And Crime (Chinese Interpretation adopted in the book *On the Strategy of Maintaining Public Order* by Dai Yisheng, Chong Qing People's Publishing House, 1994).

(7) Marvin Wolfgang: Delinquency in China: Study of a Birth cohort Published in *Research Preview of Nabonal Institute of Justice* May 1996.

(8) Xu Qian Cheng: *Social Help Project in China* paper submitted to the 49th Annual Meeting of ASC, Nov. 1997.

(9) China Criminal Law had been revised by NPC in March 1997 and effected fiom 1st Oct. 1997; China Criminal procedure had been revised by NPC in March 1996 and effected from 1st Jan. 1997.

(10) idea of Oscar Newman, introduced into China in early 80s, first by Canadian professor and then by German professor lecturing in Chinese University.

(11)*Understanding Crime Prevention*, by National Crime Prevention Center, University of Louisville, 1986.

Main Reference:

China Law Year Book, editions from 1987 - 1996
Juvenile Delinquency Research
Year Book of China Juvenile Delinquency Studies
Legality Daily (Fa Zhi Ri Bao)
People 's Public Security Daily
Peopie 's Law Court News

Pathways Planning in Vocational Education and Training for Adults and Juveniles in Custody: The Victorian Model

Ken Penaluna, Executive Officer
Prison Industry ITAB, Victoria

"Pathways Education"

The concept of Pathways in Education has become popular in recent times and has been used to describe a number of arrangements between sectors and/or Institutions of education. In Victoria the concept has been applied to links between the Year 12 Victorian Certificate of Education (VCE) and TAFE Institutes; to links between the VCE and industry as well as between TAFE and the University sector. More recently, the Commonwealth government has funded pathways between schools and TAFE under its VET in Schools program.

In these cases the concept is somewhat different to that applied in the prison system in Victoria in that the former generally seeks to make it easier to move between courses at different levels without having to repeat work already covered in a previous course. In the words of a Victorian Department of Education document (1995):

> Pathways have been developed as a deliberate Government policy because the recognition of prior study provides efficiency and equity in educational services for students. Recognition for a substantial part of a previously studied course means that students save time and money, and institutions can more efficiently plan for the learning of their students without wasting time on skills and knowledge previously learned.

Pathways in Training in Prisons

The 1992 Corrections Industry Training Plan (CITP) identified the need for the Victorian prison system to develop training pathways in specific vocational areas, particularly Hospitality and Horticulture and in Adult Basic Education. The rationale behind the development of the Pathways concept was twofold:

1. to eliminate the waste of resources which occurred from prisoners undertaking a subject/course in one prison only to find that it was not available upon transfer to another location and
2. to provide continuity in access to training in areas which had labour market potential upon release or were of use in the community

According to the 1992 Plan, the concept of training pathways entailed:

> ...the identification of a line of maximum, medium and minimum security prisons through which a prisoner can proceed and maintain continuity of an accredited training program.

The concept was also intended to deal with a major problem at the time whereby the Prisoner Classification Committee, having changed a prisoner's security rating, then moved the prisoner to another location before he/she had completed a unit or part of a course. While the generally lower security rating was welcomed by the prisoner, the lack of continuity or interruption to the course of study often resulted in the prisoner being alienated from education for the remainder of the sentence.

The Pathways concept was intended to alert the Classification system to the prisoner's educational progress and to maintain the prisoner's interest in education while in custody. In the longer term, the development of a Training Pathway would commence with the initial Classification Committee hearing and, wherever possible, be built into the Sentence Management Plan of each prisoner.

The Corrections Education Management Consortium

Responsibility for ensuring greater consistency in the delivery of accredited training programs across the adult prison system rested with the Corrections Education Management Consortium, a committee of the Corrections Industry Training Board.

The Consortium comprised senior management personnel from each of the TAFE Institutes with responsibility for delivering VET programs to one or more prisons, as well as representatives from the then Office of Corrections and the then Office of the State Training Board.

By the end of 1991, a conceptual pathways model had been developed by the Consortium and had identified a single course pathway (e.g, Hospitality); a group Pathway (e.g, Kooris) and a Basic Education Pathway as options for ensuring continuity of provision for a prisoner during the term of a sentence.

By 1998, Pathways had been developed for the following industries:

Hospitality
Adult Basic Education
Agriculture/Horticulture
Engineering
Furnishing Studies and
Information Technology

A Pathway for Kooris in custody has also been developed.

The Development of a Pathway in Training

The initial need to develop a Pathway in Training follows recognition that units of a curriculum (or competencies associated with a curriculum) are being delivered across a number of prison campuses or to a specific group of prisoners located across the prison system. The competencies could be popular with prisoners but not linked to any prison operations (e.g, Personal Computer/Information Technology Studies) or could be required for the purposes of prison employment (e.g, Kitchen or Ground Maintainence positions) or be relevant to the needs of a specific group (e.g, Non-English Speaking Background prisoners).

Once identified, an Institute member of the Management Consortium takes responsibility for the development of the specific Training Pathway, using the initial concept proposal as the basis for the project. Funding may be provided to the Institute for the development of the Pathway through the Office of Training and Further Education and the project would be overseen by a Consortium- appointed Steering Committee.

The Pathways proposal is not limited to the prison experience but is intended to extend to the post-release phase and include access to further training options, particularly for prisoners on parole and with reporting requirements to the Community Corrections Services sector.

The final product includes facility and equipment requirements for the successful implementation of the Pathway and these are incorporated into the annual Corrections Industry Training Plan which identifies the resource requirements for the delivery of all VET programs across the prison system.

The Corrections Industry Training Plan

The Corrections Industry Training Plan is prepared on an annual basis by the Corrections Industry Training Board to provide advice to the

Office of Training and Further Education on the VET priorities for the corrections "industry' as defined by the Board. The time frame for the development of each Plan is eighteen months in advance, meaning that the corrections sector has to be able to anticipate such matters as prison population trends in both adult and juvenile sectors; prison industry developments and community corrections trends for the next eighteen to twenty-four months. This requirement is to ensure that the OTFE can estimate and negotiate for the necessary resource levels for VET provision for all recognised Industry Training sectors.

The Plan establishes the priorities for training across the corrections system and, as such, identifies new "Pathways in Training" which might be developed through new industry arrangements across prisons or emerging vocational training demands among the prisoner population. An example of the latter is the response to the growing ESL requirements of the adult male prison population.

The Hospitality Industry Training Pathway: A Case Study

The Hospitality Industry Training Pathway has been reviewed by the Consortium, with the Gordon Institute of TAFE managing the review process. The review covered the delivery of accredited Hospitality Industry courses to both adult and juvenile locations.

Pathways in Operation

1. Initial Assessment & the Sentence Management Process

Once sentenced, a prisoner in Victoria is placed at the Melbourne Assessment Prison (MAP) as a general rule and undergoes an assessment process which includes a social history, health checks and an interview by a teacher from the Kangan *Batman* Institute of TAFE. The prisoner is advised of the availability of VET programs at different prison locations and advice is then provided to the Sentence Management staff regarding options for the prisoner to pursue specific education and training interests.

Placement of a prisoner is determined by the Sentence Management group which balances the identified education and training interests against other factors, e.g, security concerns/ family visits. VET interests are also recorded in the prisoner's Individual Management Plan (IMP) which travels with the prisoner to the next location.

Sentence Management staff provide Kangan *Batman* Institute staff with weekly lists of classification decisions which are then conveyed to the Education Centre at each prison to assist teaching staff in the

preparation of lists; to give an indication of likely demand for training and for discussion with the prisoner upon arrival.

2. Orientation - First Placement

An important feature of the Pathways process has been the acknowledgment that the interview at the initial assessment phase has been followed up. Prisoners have consistently expressed surprise that their earlier expression of interest in a VET program has been conveyed to their new location and that appropriate advice is available upon arrival.

At each location, whether public or private sector operated, all newly arrived prisoners receive information from the prison's education staff regarding access to and the range of VET programs available at the prison. For prisoners arriving from another location due to Sentence Management reclassification, the orientation session provides the opportunity to indicate previous VET involvement and teaching staff to identify the next step in any established Pathway in Training. For newly sentenced prisoners, information received via MAP allows for placement in the first step of a Pathways in Training program.

3. Common Interest Groups

In recent years, teaching staff have established a number of mechanisms to improve both the flow of information and the selection of appropriate curriculum options to match each stage of the Pathways process.

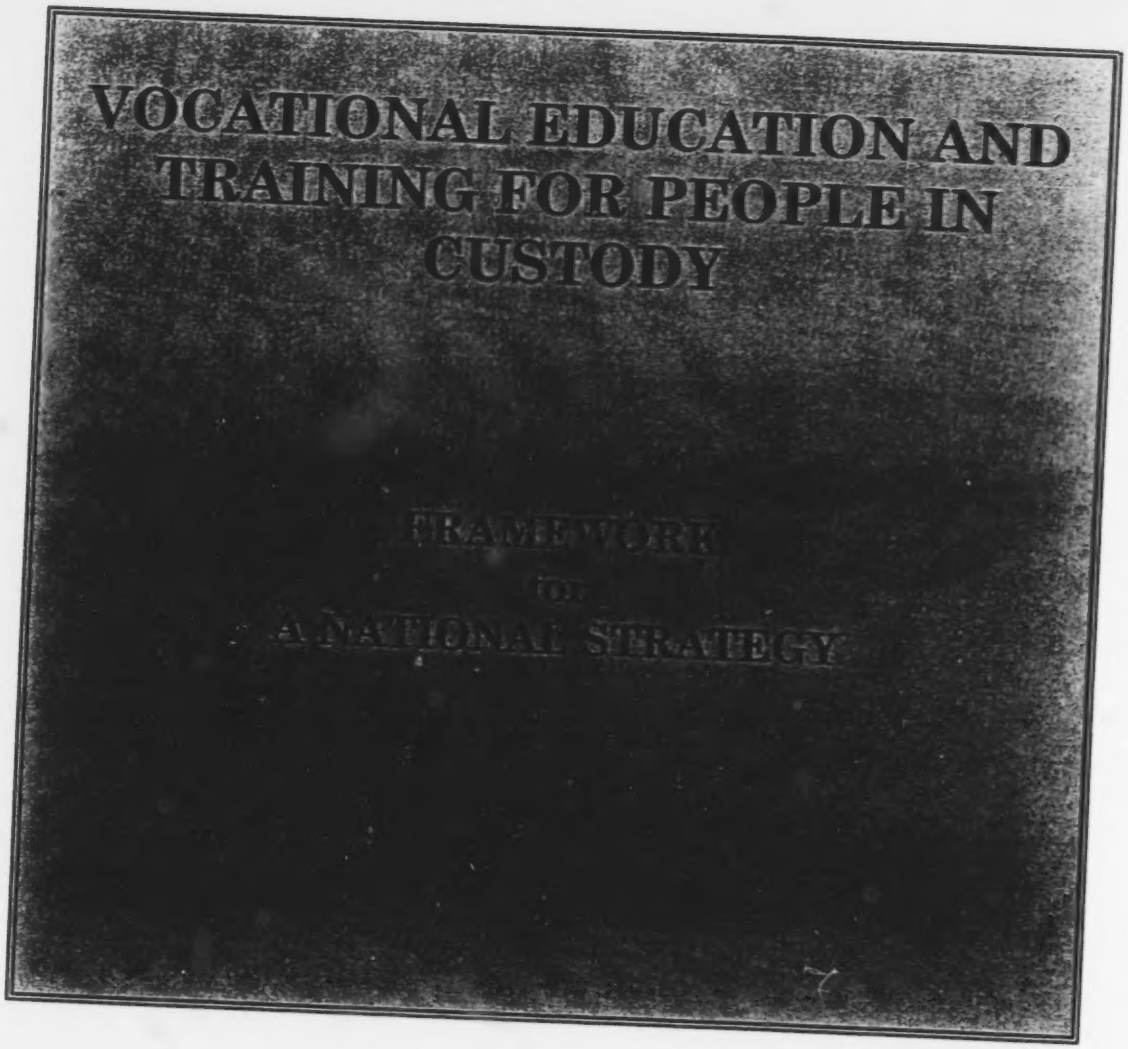
One such mechanism has been the establishment of Common Interest Groups which bring together the teachers in a specific field of study and which regularly examine the existing delivery of a VET Pathway through the prison system, including available facilities and equipment needs.

The development of such groups has been encouraged by the statewide organisation, the Corrections Education Association of Victoria (CEAV) which also provides time at the annual Conference for discussion/information regarding existing or potential VET Pathways. The 1997 Conference was responsible for the establishment of a Working Group to develop a Pathway in Training for prisoners from a Non-English Speaking Background which will be linked to the Adult Basic Education Pathway.

4. Evaluation

The Management Consortium has undertaken one evaluation project of the impact of the Pathways in Training program and examined the extent to which an adult prisoner was able to follow an expressed interest in a VET program/course from initial classification to the end of his/her time in prison. The results of the evaluation project were reported at a workshop at the IFEPS Conference in Hobart in November 1995 by Ron Wilson, the Chairperson of the Consortium at that time.

In light of the changes which have taken place in the methods of initial assessment and classification sine that evaluation, along with the advent of VET delivery to the private sector owned and operated prisons in the adult sector, it may be advantageous for the Consortium to undertake another evaluation project later in 1998.



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PREAMBLE

Adult and juvenile offenders in Australia experience cumulative disadvantage and, relative to the population as a whole, have considerably less opportunity to achieve those things that contribute to their being productive members of the community.

The largest proportion of adult prisoners are young (in their twenties); are likely to have been in prison more than once and have very poor education and employment histories (fewer than 7% have completed secondary school and prior to imprisonment, around 70% are likely to have been unemployed). They are likely to be damaged people, at great risk of failure across a wide spectrum of social activities. Their low skill level is a significant barrier to their successful reintegration into the community. In addition there are structural barriers to their participation in vocational education and training and their access to the labour market.

If these barriers can be overcome, the outcomes are likely to be:

- positive general economic results from having a better skilled community
- a safer community

Australia's vocational education and training system aims to:

- *provide an educated, skilled and flexible workforce to enable Australian industry to be competitive in domestic and international markets:*

- *improve the knowledge, skills and quality of life for Australians, having regard to the particular needs of disadvantaged groups.*

(Mission statement agreed by Commonwealth, State and Territory Ministers)

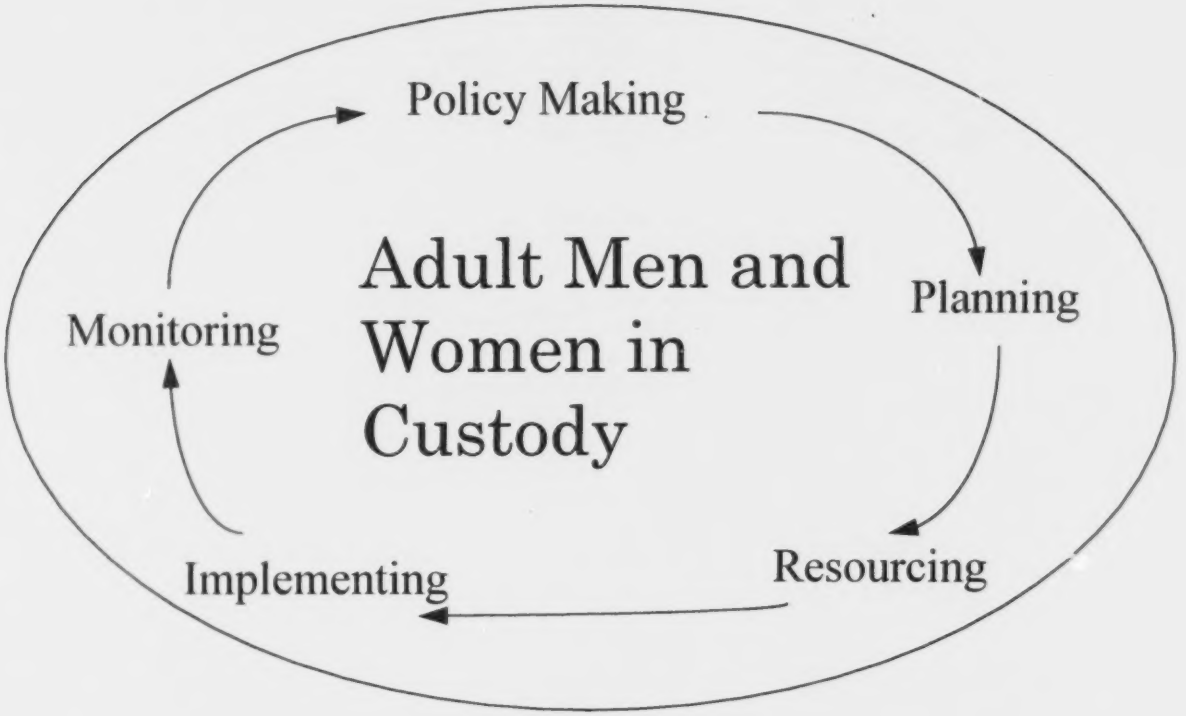
The **National Strategy for Vocational Education and Training for People in Custody** sits under the umbrella of the National Strategy for Vocational Education and Training and sets the direction for State/Territory Correctional Services and Training agencies, industry and Registered Training Providers to ensure that adults and juveniles in custody* are able to access vocational education and training programs throughout the term of their sentence.

Action will be undertaken to implement the Strategy at national, state/territory and training provider levels through policy, planning and project initiatives.

* For the purposes of the national Strategy, the phrase "*adults and juveniles in custody*" includes those adults and juveniles under some form of community corrections order.

Draft Framework for a National Strategy for Education and Training for People in Custody. Prepared for the Corrective Services Administrators' Conference 6 April 1998.

OVERVIEW 1: The Strategy



Aboriginal and Torres Strait Islanders in Custody	Intellectually Disabled Men and Women in Custody	Men and Women with a Psychiatric Disability in Custody	Men and Women on Remand	Men and Women on Community Corrections Orders

Draft Framework for a National Strategy for Education and Training for People in Custody. Prepared for the Corrective Services Administrators' Conference 6 April 1998.

OVERVIEW 2: Strategy Goal

To obtain a measurable change in the profile of adults and juveniles in custody accessing and completing programs of Vocational Education and Training

Focus Areas	Outcomes	Priority Industries
Integrate with National Strategy for VET	• VET in Corrections linked to National Strategy for VET and to project/resource negotiations between ANTA and State/Territory Training authorities	All industries but with particular focus on
VET Pathways including integration into the community	• Establishment of "Pathways in Training" in each jurisdiction including 'throughcare' to the community	• basic skills training; literacy & numeracy.
Data Collection	• Development of a National Profile of education and training needs of adults and juveniles in custody	• Industries which offer labour market opportunities
State Benchmarking	• Increase in range of education and training programs available to adults and juveniles in custody	• Competencies required for use upon return to isolated communities
Evaluation/Standards Monitoring /Accountability	• Establishment of a data collection model for application across all jurisdictions	• Application of recognition of Prior Learning Principles
Profile of adults and juveniles in custody	• Establishment of a baseline set of nationally comparable data items	

Draft Framework for a National Strategy for Education and Training for People in Custody. Prepared for the Corrective Services Administrators' Conference 6 April 1998.

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OVERVIEW 3: Strategy Accountability

The National Strategy for Vocational Education and Training for Adults and Juveniles in Custody will be

Endorsed by:	Commonwealth, State and Territory Ministers of Corrections and Training
Overseen by:	Australian National Training Authority Australian Institute of Criminology National Strategy Taskforce
Implemented by:	States and Territories through State Training Agency and/or Department of Justice action plans Australian Committee on Vocational Education and Training Statistics Industry Training Advisory Boards Registered Training Organisations
Reported through:	State Training Profiles State and Territory Department of Justice Annual Reports Annual Report of the Australian National Training Authority

BACKGROUND

The development of a National Strategy for Vocational Education and Training for People in Custody by the Australian National Training Authority was one of two major recommendation arising from the 1996 report of the Senate Employment, Education and Training References' Committee ***Inquiry into Education and Training in Correctional Facilities***. The recommendation sought the development of a National Strategy in conjunction with all State and Territory Correctional administrations.

Proposals for a National Strategy were considered by the 1997 National Correctional Services Administrators' Conference which resolved that a working party be convened by the Australian Institute of Criminology (AIC) to develop a draft set of National Guidelines for Education and Training for people in custody for consideration by State and Territory Ministers. Development of the guidelines included seeking a commitment from the Australian National Training Authority to develop a National Strategy for VET for people in correctional facilities.

The Working Party was chaired by the Director of the AIC and included representatives from each State and Territory Correctional Agency. The Australian National Training Authority (ANTA) was also represented. The Working Party agreed to seek the support of all State and Territory correctional and training agencies in addressing the following issues:

- Principles and Guidelines for a National Strategy for Vocational Education and Training for People in Custody
- Funding of VET Delivery in Correctional Facilities
- Data Collection and National Benchmarking
- Evaluation/Standards of Delivery supported by Monitoring & Accountability Processes
- Resource Priorities

National Strategy for Vocational Education and Training in Correctional Facilities (draft)

- **Principles for a National Strategy for Vocational Education and Training for People in Custody**
- **Guidelines for a National Strategy for Vocational Education and Training for People in Custody**
- **Funding of VET Delivery in Correctional Facilities**
- **National Data Collection**
- **Evaluation/Standards of Delivery supported by Monitoring & Accountability Processes**
- **Resource Priorities**

Draft Framework for a National Strategy for Education and Training for People in Custody. Prepared for the Corrective Services Administrators' Conference 6 April 1998.

GUIDELINES FOR A NATIONAL STRATEGY FOR VOCATIONAL EDUCATION AND TRAINING FOR PEOPLE IN CUSTODY

- Decisions regarding policy, planning and resource allocations for the delivery of accredited education and training programs in the corrections sector should be integrated into or complement a State or Territory's mainstream vocational education and training processes

- State and Territory correctional and training systems should look to the development of adult basic & vocational education "Pathways" across correctional systems to encourage prisoners and offenders to maintain their involvement in education and training programs while in custody, or under supervision in the community

- All basic education and VET delivery in the corrections and juvenile justice sectors should be accredited and should utilise modular delivery from curriculum frameworks where they exist

- The same data collection and monitoring processes should be established for all basic education and VET delivery in the corrections sector as for mainstream State/Territory Training System participation

- State and Territory correctional systems should consider using vocational support personnel to work with prison classification systems to establish education and training pathways for prisoners from reception into the prison system through to the post -release period, including parole

- Initial training programs for custodial staff should incorporate recognition of the role of vocational education and training programs as part of the rehabilitative process for prisoners and offenders

- Models should be developed which reflect best practice for the delivery of accredited basic education and VET programs for offenders on community corrections orders.

- VET delivery in the adult corrections and juvenile justice sectors, including community based corrections, should reflect industry training priorities established by State, Territory and National training authorities.

- Models should be developed which reflect best practice for addressing the differing needs of women, Aboriginal & Torres Strait Islanders, prisoners and offenders from a non-English Speaking Background and those who have a disability, psychiatric or intellectual.

Draft Framework for a National Strategy for Education and Training for People in Custody. Prepared for the Corrective Services Administrators' Conference 6 April 1998.

PRINCIPLES FOR A NATIONAL STRATEGY FOR VOCATIONAL EDUCATION AND TRAINING FOR PEOPLE IN CUSTODY

- Education and accredited vocational training programs should be an integral part of the planning for the management of prisons and for persons sentenced to community corrections orders or under parole supervision in the community

- Continuity in the provision of accredited vocational training for prisoners and offenders during the term of a sentence should be enhanced through the development of education and training pathways

- The provision of accredited education and training programs should reflect the standards of delivery available to the wider vocational education and training community taking into account the security requirements of prison settings,

- Courses provided for adult prisoners and offenders should have meaningful outcomes in terms of labour market prospects; should conform to industry training priorities established by Industry Training Boards, ANTA, relevant State/Territory government and provide credit transfer to other areas of study.

- Adult and juvenile prisoners and offenders on community corrections orders have a right to access education and accredited vocational training

- Modes of delivery of accredited vocational education and training programs must be flexible to accommodate the learning needs of adult and juvenile prisoners and offenders and to accommodate different structures in custodial settings

- The delivery of accredited vocational education and training programs to the corrections sector should recognise the diverse learning needs of adults and juveniles in corrections. Models of delivery should cater for individual differences in the context of identified industry training priorities

The National Strategy argues that the principles underpinning the approaches to delivering education and training to the identified groups must be accepted across the States and Territories before effective changes can be made to the provision of education and accredited training to all people in custody, or under supervision in the community, throughout Australia.

Draft Framework for a National Strategy for Education and Training for People in Custody. Prepared for the Corrective Services Administrators' Conference 6 April 1998.

FUNDING of VET DELIVERY in CORRECTIONAL FACILITIES

Objective: To develop a Funding Model to enable the delivery of a comprehensive education and training program to adults in custody in each State and Territory

The National Strategy for Vocational Education and Training for People in Custody should examine the current funding models in each jurisdiction and propose a funding model which enables the participation rates in VET to rise and which broadens the range of VET programs available to adults in custody. The funding model should be included in the planning processes adopted by each State and Territory for resource allocations for the delivery of VET to adults in custody.

The Strategy should benchmark the minimum funding allocation range appropriate to service the education and training needs of adults in custody.

NATIONAL DATA COLLECTION - BENCHMARKING

Objective: To integrate the Vocational Education and Training activity of State and Territory correctional clients with the National system of VET data collection.

To collect nationally comparable (and agreed) data relating to the provision of VET in corrections.

The National Strategy for Vocational Education and Training for People in Custody seeks to ensure that VET activity in relation to correctional services clients is collected in a format consistent with the AVETMISS standards and that the data collection model include the capacity to utilise qualitative as well as quantitative performance indicators.

Further, the creation of a baseline data-set would allow for benchmarking of intra and inter-jurisdictional performance assessment on a regular basis, incorporating periodic reviews and updates of the agreed indicators.

EVALUATION/STANDARDS
Monitoring & Accountability Processes

Objective: To introduce both qualitative and quantitative evaluation methods to assess VET delivery in corrections.

The National Strategy for Vocational Education and Training for People in Custody seeks to introduce a data evaluation process are the AVETMISS requirements which ensures application of national standards of delivery of VET to people in custody.

RESOURCE PRIORITIES

Objective: To ensure that the allocation of resources for the delivery of VET to correctional clients reflects a client-focused strategy

The National Strategy for Vocational Education and Training for People in Custody seeks to ensure that the allocation of resources to improve participation rates in VET of correctional clients reflects, wherever possible, the identified education and training needs of adults in custody, established through ITAB profile in prisoner employment/industry activity, the Sentence Management process and prisoner interviews.

In particular, resource priority allocations should focus on skills to access places in the labour market and for re-integration into the wider community, built into the individual's Sentence Management Plan from commencement of the sentence.

VET resources for Aboriginal and Torres Strait Islander People in custody should acknowledge the skills required by those ATSI People in custody who will return to isolated communities.

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IMPLEMENTATION FRAMEWORK

The Australian National Training Authority will oversee the Strategy at the national level.

State and Territory Correctional and Training agencies will use the Strategy as a framework to guide action. Each State and Territory Correctional agency will develop an action plan in conjunction with identified agencies, including Industry Training Advisory Boards, to guide action in relation to relevant programs and activities.

Registered Training Organisations (RTO's) will be responsible for implementation of the Strategy at local levels.

Report of the IFEPS General Meeting
Held at the Conference in Adelaide on April 6, 1998.

Present: T. Doherty, P Kyparissis, C Silva, S dabner, P deGraaff, I Harris, R Dormer, B. Rosenberg, B Noad, B Meatheringham, M Burgess, P Brown, R Semmens, C Cother (observer).

Apologies: L Cassidy, L Moore, A Bolkas, S Cook, K Penaluna.

President's Report:

Bob Semmens presented an historical account of IFEPS - see attachment.

Financial Report:

Bob Semmens presented a written account of IFEPS transactions, which indicate that IFEPS currently has $1640 in the bank.

General Business

1. National network. Bob Semmens explained that as the official IFEPS affiliate is Melbourne University, IFEPS would continue to be Melbourne based. However, if IFEPS is to represent the ideas, needs etc of all people involved in the education and training of offenders, there is a need for members to be directly involved in IFEPS agenda setting. The meeting decided to gain nominations for one contact person from each State/Territory**, and that the responsibilities of those people would be:

- to conduct a membership drive in their respective State/Territory;
- to be a member of the IFEPS executive committee which would replace the current Melbourne-based executive. The State/Territory contact persons could set up their own State/Territory committees in consultation with their IFEPS members;
- to participate in decision-making on issues arising from this conference, especially, the timing and location of the next IFEPS conference; and, the development of a business plan for IFEPS.

2. Tertiary Education Programs. The meeting agreed that IFEPS support further cases to DEETYA and State Governments in those

States where prisoner access to tertiary education is not subsidised by the respective Departments of Corrections.

3. United Nations. The meeting expressed concern that there was not a section on Australia in the recent UN International Report on prison education and offering the assistance of IFEPS in providing data for any future similar reports.

4. Library. The meeting supported a call from the Australian Library Information Service for two correctional education representatives to participate in a reference group.

5. Newsletter. It was decided that the IFEPS newsletter should be circulated via the internet wherever possible. It was also decided to inform all conference delegates that IFEPS has a website for future contact and information at

http://www.edfac.unimelb.edu.au/EPM/IFEPS.html.

** The contact persons nominated by their colleagues from their respective State/Territory are:

Tasmania - Sally Dabner
New South Wales - Ray Dormer
Western Australia - Ann Gilmour
Victoria - Sally Pardue
South Australia - Bernard Meatheringham
Northern Territory - Nicholas Thacker
ACT -

Attachment to Annual General meeting, 1998

President's Report

International Forum on Education in Penal Systems

History

The Melbourne IFEPS Centre was established in February, 1992, following discussions among academics involved in the area of correctional education in different countries who had made informal contact through conferences arranged by the Correctional Education Association (U.S.), and the European Prison Education Association.

However, there was no formalised international network for exchange of ideas and research, or for comparison of education and training programs and policies across adult, youth, cultural, or locational lines. In the two years from 1989 to 1991 proposals were exchanged between interested people, mainly in the northern hemisphere, and in December 1991, a final agreement was signed at a special conference at Blagdon (England). Bob Semmens (Australia) had agreed to the proposal although he was unable to be present. In one of their first statements the affiliates of IFEPS clarified the title of the new organisation as follows:

> The word 'penal' in the Forum's title is meant to be as inclusive as possible, with special mention being made of post-release and community-based projects and activities related to people on remand, to young offenders, and even crime prevention (IFEPS News, No.1, May 1992).

Founding centres (Simon Fraser University in British Columbia, Bergen Folk High School in Holland, Leeds University and Leicester University in England, Barcelona University in Spain, California State University at San Bernardino in the USA, The University of Minnesota in the USA, and Melbourne University) were invited to pay an affiliation fee that would create a seeding fund for IFEPS activities. The Faculty of Education at Melbourne University thus formalised its status as a founding member of IFEPS in February 1992.

A founding committee for the Melbourne University centre was formed shortly after that and various interested people from around Australia agreed to become consultants to IFEPS.

In April, 1992, at a prison education conference in Brisbane, interest was expressed in IFEPS and a conference resolution requested that IFEPS (Melbourne) become the centre for a South Pacific network. This resolution was supported by representatives from New Zealand and Fiji. The IFEPS committee accepted this resolution at its next meeting and issued a Foundation Statement in June 1992.

Policy and Programs

1. The Faculty of Education at Melbourne University, through its Department of Education Policy and Management, is the designated affiliate of the International Forum on Education in Penal Systems (IFEPS).

2. The purpose of the Melbourne IFEPS is to bring together academics, policy-makers, and practitioners in the correctional field to form a network for the conduct of specific research projects and for collection and dissemination of ideas, materials, and research reports relevant to the field of education in penal systems, especially program development and its relationship to mainstream education, employment, and community-living issues. IFEPS is interested in other social issues to the extent that they impact on education in penal systems.

3. Membership is open to any interested individual who pays the annual membership fee of $15.00, or organisation which pays $30.00. This fee covers the cost of mailing the quarterly newsletter and related telephone expenses and is set annually. IFEPS is a non-profit organisation, and is completely dependent on its members for its funds and activities.

4. The Melbourne IFEPS has a steering committee composed of academics, policy-makers, and practitioners in education of adult and youth in detention and community correctional programs. Of necessity, the steering committee is Melbourne-based and members are encouraged to contact steering committee members in relation to National or State/Territory issues about which the IFEPS network should be informed, develop a policy position, or take a research interest.

5. The major achievements of Melbourne IFEPS so far include:

- the quarterly newsletter. Twenty issues have been circulated to members in every State/Territory of Australia, New Zealand, Fiji, England, Canada and the USA. Each issue has contained latest policy, program and research developments in Australia and elsewhere in education, employment and training of offenders. Members are encouraged to submit brief items on their own work and this helps to maintain and extend the IFEPS network.

- the 1994 conference on employment, education and training of offenders, held at the Radisson in Melbourne. This attracted 130 participants from around Australia, New Zealand, Fiji, China, England, Canada, and the USA. There were 68 papers which are now printed as record of the conference proceedings.

- editing of the 1993 International Yearbook of the Correctional Education Association. This contains contributions from Australia, New Zealand, USA, Canada, England, Spain, Holland, and Denmark.

- participation in development of a case for a National Agenda for employment, education, and training of offenders. This included being active in the Commonwealth Department of Employment, Education and Training response to the Royal Commission into Black Deaths in Custody. It also involved a submission of a case to the Senate Inquiry on employment, education and training of all offenders as the main outcome of the 1994 Melbourne conference.

- current financial membership of 47 and a mailing list of more than 200 people and organisations from around Australia and overseas.

- the 1995 conference in Hobart. The conference them was 'What Works for Whom in Corrections?' and was an outstanding success due to the organisation skills of Sally Dabner and her committee.

- growing development of interest and participation from Chinese delegations. There have also been several exchange invitations to conferences in China involving a number of IFEPS members.

6. Priorities for 1998 -9 - to be established at the Adelaide Conference

Dr Bob Semmens
President

IFEPS 1998 Conference Resolutions
Tuesday, April 7, 1998

1. That this conference requests IFEPS to:

a) develop a set of national standards for the provision of programs for people in custody;

b) establish a national standards body that:
- is independent
- maintains and develops the standards
- provides accreditation
- advocates for higher standards of programs to people in custody.

Moved: Marty Burgess
Seconded: Gloria Provest

Carried

2. That IFEPS investigate the feasibility of developing its networking facilities to act as a broker for short-term corrections' teacher exchanges within Australia by:
- providing a clearinghouse for available exchange opportunities
- disseminating any reports prepared by teachers who are involved in exchanges.

Moved: Ian Harris
Seconded: Sally Dabner

Carried

It was agreed that these resolutions would be taken up by the incoming executive in association with State/ Territory IFEPS committees.

In the same way a decision would be made as soon as possible about the venue and timing of the next IFEPS conference.